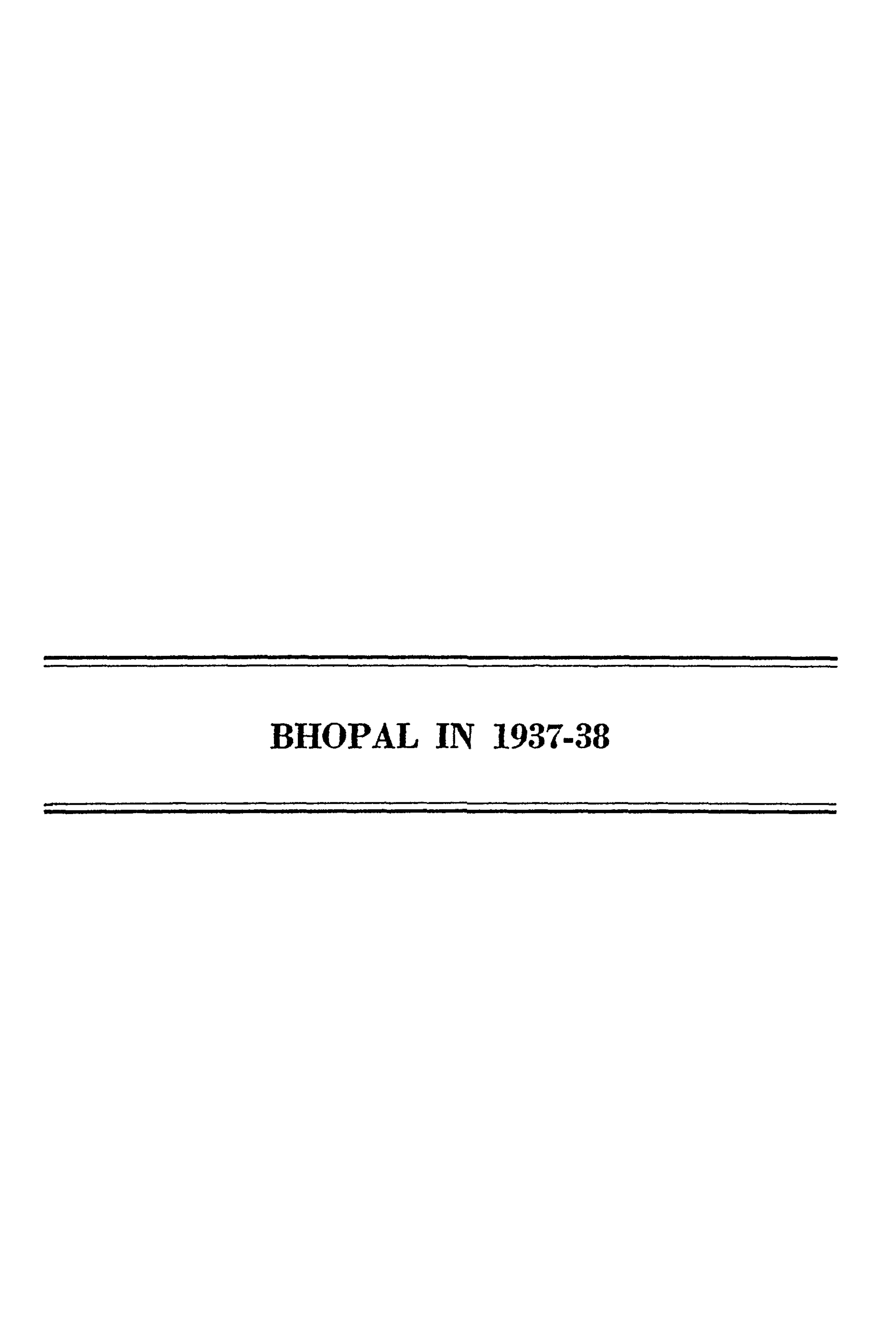
PREFATORY NOTE

This survey of the Political and Administrative affairs of Bhopal during the year 1937-38, the twelfth year of the Auspicious Reign of His Highness Sikander Saulat Iftikhar-al-Mulk Nawab Muhammad Hamidulla Khan Bahadur, G.C.S.I., G.C.I.E., Ruler of Bhopal, which has been prepared by the Publicity Department of the State, is published with the permission and under the general authority of the Government of Bhopal, but it must not be understood to imply that such authority extends to every particular expression of opinion.

SALAMUDDIN KHAN
AMIN-UL-MULK, WALA QADR,
Member in charge of the Department of Law and Justice, and Public Information Bureau Bhopal.

Map, Graphs and Diagrams.



BHOPAL IN 1937-38

1937-38.

In 1937, as in the preceding year, the main interest of the period lies in its political and foreign affairs. In April, His Excellency the Most Honourable the Marquis of Linlithgow, the Viceroy and Governor-General of India, was appointed Crown Representative for the exercise under the provisions of the Government of India Act, 1935, of the functions of the Crown in its relations with the Indian States, and as usual, formal diplomatic messages in the shape of Kharitās were exchanged between the State and the British Government.

Political and foreign affairs.

Appointment of Crown Representative.

Diplomatic messages.

This alteration in political relationship which coincides with the radical change in the structure of the Government of India conceived in the new scheme of the constitution as frankly based upon the transfer to Indian vote of the ultimate control of Indian affairs fulfilled one of the *sine qua nons*, which had been stipulated by the Princes as the fundamental condition of their participation in the Federation of India. In Bhopal itself, the Federal negotiations which had absorbed during 1936, the public interest in the State were concluded in March, 1937, and the views of His Highness' Government were communicated to His Excellency the Crown Representative in a memorandum containing the tentative proposals and limitations subject to which the State would be prepared to consider its participation in the constitutional order envisaged in the Government of India Act of 1935.

Change in political relationship.

Sine qua nons.

Federal negotiations.

Tentative proposals and limitations.

In making these proposals, the Government of Bhopal were inspired by the desire to contribute their share to the political unity of India, withholding nothing and refusing nothing which in the words of His Highness the Ruler could be given " by way of moral and material support consistently with the maintenance intact of the political identity, administrative independence, and sovereign status of the State." That reservation indicated the fundamental basis of the new order which the Governments of the States had been stressing since the first discussions of the question of Indian Federation in the Round Table Conferences in London.

Contribution to the political unity of India.

A reservation.

In the beginning, indeed, and particularly at the commencement of the period under survey, the loose threads of older contacts in the various aspects of political relationship seemed to coalesce into the vision of an India of the British Provinces and the States welded together within the framework of a single organism. The difficulties of the problem had been realised from the inception of the London talks: like most other problems of India, the question of a complete federation was frankly recognised to be " unique "; and the terms of a compromise based upon a "fiction " of Indian national unity, seeking to resolve the points of divergent interests emerged in the form of an Act of British Parliament, to find the basis of a transitional, and therefore necessarily defective solution of the problems of British India.

Early Vision.

A unique question.

Psychological Processes.

In Bhopal, as perhaps in a few other States but unlike British India, certain psychological processes were at work to create a tendency towards a wider co-operation: the fascination of a living partnership in an all-India Federal polity seemed for the moment, to relegate into oblivion the perils of the new order and the erstwhile provocations of the external organisations: public feelings while yet concerned over the preservation of the scope of internal autonomies and the financial settlement of the accession, were replete with yearnings for a mutuality of relationships, for a sociality in the interweaving of interests, of viewpoints and of ideas, in deep searchings of the possibilities of a closer approach and a gradual removal of the restrictions of commerce—all of which seemed to prelude in place of the old order, the dominance of larger national principles.

Sense of sociality.

Practical manifestations of new tendency.

Department of Historical Research.

Objectives.

A realisation of this outlook in the policy of the Government of Bhopal was manifested in two main directions: first, in the creation of a Department of Historical Research mainly to encourage the revival of public interest in the history of the State in order to rekindle the spark of local patriotism which the internal security of the last seventy years had well-nigh extinguished; secondly, in a general desire to cultivate a closer relationship with the rest of India, and achieve, by the dissemination of correct knowledge of the real condition of affairs in the State, a better understanding with the ideas which seemed to be shaping a new order throughout the country. The Department of historical research in Bhopal has had a long distinguished record of past service due in the main to the personal interest in that subject by a series of illustrious rulers dating from the first establishment of the present dynasty in the beginning of the eighteenth century. Its founder, Nawab Dost Mahomed Khan dictated to Bijai Ram, his Premier, the memoirs of his life and experience which throw many a welcome side-light on the general Indian history of that period. The Chronicle was continued in the history of his successors until it formed in the reign of Her Highness the Nawab Sikander Jahan Begum the subject of a separate Department of Public Administration, under eminent scholars and men of letters. It was responsible for a number of important publications, of which the "History of a Pilgrimage to Mecca," recounting the memoirs of her voyage to Arabia, has also appeared in English. In the next period, the Nawab Shahjahan Begum, the Lady Ruler then reigning in Bhopal wrote a comprehensive history of the State containing a complete record of tradition till then preserved in historic archives. It was translated into English and is still to-day one of the most authentic sources of information for the history of the State.

Rulers' personal interest in history.

Dost Mahomed Khan's Memoirs.

"Pilgrimage to Mecca."

History of Bhopal.

Organisation.

After some changes, the Department was re-organised during the late reign, when it was placed directly under the supervision of Her late Highness the Nawab Sultan Jahan Begum, whose interest in historical research was responsible for a number of important publications. Herself a great writer, she wrote the memoirs of her august mother, besides a hundred other books which include a number of

important monographs on the history of her illustrious predecessors. In her masterly autobiography—" An Account of My Life "—which has already appeared in English translation, Her Highness describes the story of her own life and the events of her reign. Therein she tells, in her inimitable, picturesque phrase and graphic detail, the story of her eventful life.

By the preparation of this body of literature, Her Highness intended to instil into the mind of her generation a consciousness of historic tradition and thus to build into the character of her people a psychological factor of great importance. The *flair* for study and research which this movement had kindled was responsible for the growth of a tradition which is gradually paving way for a local culture, with its conservative spirit which reconciles the modern conception of Statecraft with the system of political organisation which Bhopal inherits from her past.

Historic tradition.

To the creation of this historic background, the history of Bhopal peculiarly lends itself. For whilst the heroic figures in the contemporary annals of the powers in this region, are figures in the general drama of the struggle for the throne of Delhi, the characters in Bhopal's history rise and move in the spirit and culture of the region : the valiant deeds of Dost Muhammad, the cleverness of Bijai Ram, the saintliness of Faiz Muhammad, the plots of the wretched Murid, the treachery of Najabat, the statesmanship of the Gond Chhote Khan and Khushwaqt Rai ; the story of the Hindus, Mussalmans and Gonds all faithfully serving to maintain the prestige and independence of the State ; the history of a long struggle of existence punctuated by invasions, sieges and wars calling for patriotism and concerted action have created a feeling of common interests, equality and love grouted in a common sentiment of loyalty for the Ruler : all these go to create a striking individuality ; and a desire to maintain—whatever the future course of history—its corporate entity as a separate unit with the original distinctive marks of its administrative and political independence.

A background.

All these factors inherent in the history of the past go to make Bhopal what it is and what it otherwise could never have been. They constitute the basis of its inner culture, the foundation of its individuality, and its intellectual justification to maintain its identity as a separate embodiment. And finally, they are responsible for a new political phenomenon in the shape of a local national movement claiming " Bhopal for Bhopalis."

Factors inherent in history.

Whether it is treated as one of the aberrations of the political ferment, or designated " economic discontent " or local patriotism, it is deeper and more profound than the phenomenon of " localism " which Lord Bryce characterises as the most distinctive mark of public life in the merger of the States known as the Federation of the United States of America. But while in those States, the trend of political psychology working under a democratic system tends gradually to obliterate the

Nature of the new local movement.

marks of individuality, thus consigning individual States to a secondary position the system of monarchy in Bhopal tends to conserve tradition and emphasise the conception of the present State as the embodiment of an independent regional life.

Internal autonomies.

Hence the popular sentiment against any scheme to part with the autonomies of its internal political life ; hence the conception of Bhopal as " a country " and Bhopalis as " a people " ; hence too the self-assertiveness in the tone of public feeling ; and its claim to seek the realization of its vision in the fullness of a vigorous local life. And it was exactly to preserve this conservative factor in the life of the people that renewed this interest in the history of its past.

Publicity Bureau.

Censorship of films.

A Central Office.

Necessity in a medley of conflicts.

The second organization during the year under survey owes its origin to the establishment of a separate Publicity Bureau, which had hitherto existed, since 1926, as an appanage to the Bhopal Legislative Council. It controlled external propaganda and was responsible for the censorship of films and publication of periodical returns of newspapers and books published in the State. The new organisation which replaced the older office was created with a wider conception of responsibilities as a department of national culture : for while the censorship of films was excluded from the purview of its administration, it was conceived as a central office entrusted with direction under a unified policy of all internal and external propaganda and cultivation of an understanding in relation with foreign States and British India. This was specially necessary as in the new conflict of ideologies and motives, the State found itself at the crossroads faced, on the one hand by the drift towards a new movement of thought represented by the States Peoples' Conference and other external organisations, bent upon an indiscriminate destruction of the States which were freely called the " anachronisms " of the new order ; and on the other, but as its ancillary by a peril of attenuation in time-honoured ties which bound the older order to the personal sentiment of the masses. The main function of the Department was to bring enlightenment to the people, to maintain its contact with the past ; to explain to the public, by proper methods, the implications of the new drifts ; and to restore, if possible, in a new form, the links which bound the State with the people, and uplift thereby the leaven of public sentiment.

Political situation in India influencing Bhopal.

This was necessary, specially at that period, when two conflicting motives seem to have been exercising the minds of those interested in the politics of India. There was, first, the desire of the States and the British anxiety to realise the unity of India in the government of a united Federation ; secondly, the ambition of the major political party in India to capture supreme power and to concentrate its attack on the States to eliminate the so-called " princely group." Its failure to prevent the introduction of the Government of India Act of 1935 led it to launch forth a programme for securing by indirect means, the power and influence due to it as the dominant, ruling partner in the government of the state. It was hoped

that the advanced Hindu intelligentsia in the States would throw in its lot with the external organisations now beginning to make a bid for supremacy. The various parties—different in their structure and aspects of work—were quite at one in the effort to secure for one party the hold on political power in India. In the midst of conflicts and interplay of motives, in the actions and reactions of party politics, there is one significant fact, which runs like a red thread through the entire organisation of the different parties interested during this period in fomenting trouble in the State. That fact is that the attacks made whether by the Arya Samaj, the local Hindu sabhas or other external organisations only helped to emphasise the gulf of difference and bring into relief the individual interests of the States, the Depressed classes, special constituencies and the so-called minority of the Muslims, who now begin to claim a separate entity as a nation of India.

Rendering of accounts.

Never perhaps was the need greater, never was it more emphatic to take stock of the situation, for the rendering of accounts in order to bring before the world the aspirations of the State in the framework of the India to be. It was vital in the face of these perils to recall the solidarity of the Empire and reiterate the importance of the ties which bound the State to the Crown. A reference to an aspect of this relationship was made by His Highness the Ruler of Bhopal in a speech at a luncheon in London given to his polo team and to the Goulburn polo team from Australia. At this distinguished gathering which was attended by General Sir Hubert Gough and Sir Harry Chauvel, the leader of the Australian Coronation contingent, he recalled the interdependence of relations in the British Commonwealth of nations. His Highness said that England had not only given India the game of cricket but the modern conception of true statesmanship as well which was " among your greatest gifts to us." He continued that sports were one of the greatest ties of the Empire and those whom the Coronation day had brought together had rejoiced to think that in King George, they had the embodiment of true sportsmanship—a quality which was apparent from the steadfast manner in which he faced the great responsibilities which he had been called to assume. " It is a good augury," said His Highness, " for the peace and prosperity of the Empire that we have in the King-Emperor such a true example of what true sportsmanship can mean."

Need of iterating relations with Crown.

Ties recalled.

May, 1937.

Debt of India to England.

Forces at work.

But while the State was keenly intent upon the formation of closer ties of friendship, forces were at work to threaten the peace and communal harmony of its people in their homes. The internal developments initiated by the inauguration of new industrial concerns and other beneficent activities of a constructive nature promised new avenues of employment for the people. But some malcontents acting at the instigation of external organisations were at work to achieve a communal *coup* more important than any yet attempted in the previous years. In the past they had worked, it will

Activities of external organisations.

be recalled, with a communal background created by means of unscrupulous propaganda since 1932, when in revenge for a series of communal activities in Kashmir and Alwar, a group of external organisations pledged themselves to wreck the peace of Bhopal. Their efforts were directed towards organising a few riots of some magnitude, embittering the feelings between the communities and thus creating a *point d' appui* for an all-India case leading to political complications. Fortunately for the State, none of these efforts succeeded, mainly due to the absence of any genuine grievances on the part of the people who felt themselves happier to enjoy the calm atmosphere of peace. But, as might perhaps be expected, the chagrin felt by this group of local agitators and their friends in British territory led to a further attempt to enact the *coup* which last year had so conspicuously failed.

Influence of communal motives.

Technique of hostile propaganda.

This time again as in the past, the older technique of propaganda was repeated as a prelude to the inauguration of a great Hindu movement. The first step was a fierce, intensive campaign against the administration of Bhopal characterising it as the barbarous rule of one community over another, accusing the officers of the Government and the *goondas*—the synonym for the Muslims—of every kind of atrocious treatment of " a down-trodden people." The Hindus were represented as " hewers of wood and drawers of water " and aid was invoked of the Paramount Power to put an end to " this decadent, barbarous order " which was described as " the shame of civilization."

Accusations.

Accusations and charges of all kinds were concocted to discredit the Government. The technique of the propaganda employed by the promoters of this movement in Bhopal suits exactly the description of partial, communal propaganda in India by a prominent British Indian politician which is quoted below with necessary alterations.

Small incidents magnified.

" The external organisations are engaged "—to quote this writer—" in season and out of season, in magnifying the smallest incidents or sometimes inventing them for the delectation of certain groups in the country. On the platform, through the press, the Hindus have been continually told that in Bhopal Hindu life and property, Hindu religion, culture and language and the honour of Hindu women are in danger and are being crushed by a tyrannical Government bent upon destroying them.

Repetition.

" Repetition is the essence of propaganda. Facts and figures are not needed, concrete instances are never given, there are even inventions with no background in genuine fact. All explanations or versions of events by the State Government and all demands for clarification are brushed aside as partial or untrue. What is essential is a persistent cry of " Hinduism

in danger." And the trick works. Passions are aroused, and the demands for open non-official enquiry and invocation of intervention by the Paramount Power become the popular cry of leaders in both the State and British India.

Pretence of religious motives.

" Advantage is taken of the ignorance, piety and innate conservatism of the people and the cry of religion in danger works like magic. Under the cloak of religions, politically-minded people seek to organise communal opinion in support of their political aims and ambitions."

Controversies.

Controversies in British Indian Press were at this time in progress to demand the alteration of certain provisions in the Government of India Act, 1935—specially those relating to modes of election to the Federal Legislatures in order to secure the election of elements likely to eliminate the so-called " Princely Group " and thus prevent its coalescence with a party not subject to the caucus of the major political party in India. In States like Bhopal or Hyderabad, the question assumed a communal aspect and it was boldly asserted by a section of the Islamic Press in British India that while the Muslims and the Depressed classes stood alone, the different categories of the Hindu organisation—whether those working under professedly communal formulæ or those acting as political organisation had only one aim in view. It was pointed out that " whoever the initiator and whether working under the ægis of the political groups or sectarian organisations, all these activities were directed to secure the hegemony of one communal party in India. It was stated that while one group sowed the seeds of rebellion and discontent, the other gave it its tacit if not open support and that finally the harvest was always reaped by the major group."

Threat of Communal War.

In Bhopal, this interaction of communal and political motives took in May 1937, the acute form of a threatened rebellion to disrupt the foundations of the unity of interests which had governed since time immemorial the relationship between the various communities in the State. Now as before on almost every occasion during the last five years the leadership of the movement was assumed by the Hindu Mahasabha of Bhopal which announced a conference of the Hindu subjects of His Highness to ventilate the grievances of the Hindus and devise further steps to remedy them. Consistently with the traditional policy of His Highness' Government, such a conference would have been most welcome ; but it was found that on this occasion as on all occasions in the past, the question of grievances was conceived as a shade to camouflage the introduction in Bhopal of a communal warfare to be utilised in the wider game of all-India politics. It was not easy for these malcontents to persuade the Hindu population of Bhopal to participate in meetings or conferences in favour of communal demonstrations. Hence they started with the publication of posters in the adjoining district of Hoshangabad,

in order to invite the residents of that place to swell their numbers and help to show that a large meeting had been held.

Attempt to bring Government into contempt.

These posters which were distributed here long before their publication in Bhopal attributed to the Government every vice that can be imagined ; they accused the State and the Government as perpetrators of the most heinous atrocities against the Hindus ; and the plain object of both the posters and the projected meeting was manifestly to provoke feelings of communal hatred and bring the Government into contempt.

Posters proscribed.

Civil disobedience.

To maintain the public order and peace, the posters were proscribed and the meeting in question was forbidden by the District Magistrate. This Order was made by a small group the pretext for starting a campaign of civil disobedience. In the attempt that was undertaken to implement this new programme about half a dozen persons were involved ; they were arrested and tried in Court which sentenced them to varying terms of imprisonment.

Failure of the movement.

After a brief furore lasting less than a fortnight, the movement burst like a bubble. It showed clearly the hands of the parties at work in territories outside the State. It failed because it had no foundation in the genuine sentiment of the people, while all sections of the population—whether Hindu or Muslim—were interested in peace and the good neighbourly relations subsisting between them since time immemorial. They condemned these agents of external organisations and disavowed in a series of manifestoes issued on behalf of different classes the actions of this coterie of agitators and repudiated their pretensions to represent them or speak in their name.

Hostile propaganda in external press.

During all this time, a section of the external press continued to carry on a most libellous propaganda against the Government, which it accused of communal partisanship, though in this particular case, no question was at issue between the communities. The only issue of the moment concerned the maintenance of public peace. The Government of Bhopal were accused falsely of suppressing the voice of the people and depriving them of their civil liberties ; of being a party to the most heinous ways of treatment, of forbidding the local pleaders to accept briefs of defence for the accused ; of prohibiting visitors to see the prisoners and of their subjection to all sorts of indignities. Old charges were resuscitated to accuse the State of refusing full religious liberty to its subjects—an issue altogether irrelevant to the controversy of the Hindu Conference.

Ban on external publications.

Under such provocations the Government found it necessary to ban into Bhopal the entry of about half a dozen external papers which had taken a prominent part in carrying on this campaign against the State. The relief, which this measure produced in restoring the confidence of peaceful citizens, justified

this action ; for shortly afterwards, the movement ended to the regret of the external organisations which had anticipated a steady rally of forces of disorder. But, they failed at all points ; the *hartals* they had endeavoured to stage failed ; only a few shops were closed: and such as did close, were inspired by the fear of riots which had so confidently been predicted by the clique responsible for the movement.

Organization of a State Peoples' Conference.

The futility of the communal basis as the principle of public agitation was strikingly illustrated by the failure of this movement ; a few persons who had led the public agitation of 1934, now came forward to organise a branch of the States Peoples' Conference, while a number of other political societies claiming to speak with the credentials of the peasants and other interests were formed to undertake the function vainly sought to be achieved by communal organizations. Under this programme the communal slogans seem to yield place to the cry of a national platform aiming to serve in a different manner the aims and the policies of the communal organizations.

Change of outlook.

This change of outlook is reflected not only in the shifting ground of the external propaganda, it acquires a new interest in problems of a different kind. Following the failure of this movement, the external press took up the question of civil liberties in Bhopal. In August, 1937, the All-India States Peoples' Conference passed a resolution condemning the " growing tendency of the Bhopal State towards communalism " ; it deplored " the encroachments on civil liberties in the State ; and protested against the ill-treatment meted out to political prisoners in that State as evinced by the sad demise of Bhagwan Das Rathi."

Desecration of Islamic Sacred Books.

Another incident which stirred up for the time being the religious susceptibilities of a section of the Mussalmans of Bhopal was the alleged desecration of sacred books by Miss Brown, the Christian Headmistress of the Sultania Girls' High School. That school had a store of old books, both English and Arabic, of which many were outworn by constant use, while a few were those likely to be of further use in the school library. Two schoolmistresses—Christian and Muslim—assisted by two local girl students were asked to sort out the books and make a selection of books useful for the library. They set to the task and while the Christian mistress made her choice of English books, geography, and history, a similar selection of Arabic books was made by the Muslim mistress. Useless books which were set aside in a heap were ordered to be thrown out. These books contained pages from the works of sacred tradition or of commentaries on the Quran. These were picked up from dust-bins by certain persons who were naturally excited to see this treatment given to such important religious books. The authorities of the Education Department were immediately apprised of the incident which was closely investigated : the Headmistress explained that the books in Arabic had been examined by a Muslim schoolmistress and that she had never imagined that the

books thrown away did contain anything venerated by the Muslims. Had she been apprised of it, she added, she would never have ordered them to be thrown away: and that, as soon as she learnt of it, she made arrangements to reclaim the books in question: and she expressed her regret at the incident which however unwittingly caused had been a cause of such pain to the Muslims.

An explanation. It was also stated by the Department of Public Education that the books alleged to have been thrown away were never thrown away in fact—this was deposed to by the sweeper who declared that she had retained them in her custody and which she returned when called upon to do so by the Headmistress. With this explanation, the incident should have closed, but due, unfortunately, to agitation persistently carried on by a group of the local inhabitants who were egged on to commit violence by certain papers in the State and British India the ferment continued unabated; it was alleged that the proofs against the Headmistress had been lightly treated; that the authorities were partial to the crime of desecration and that the evidence against her was suppressed. A general invitation was therefore issued by the Government to the witnesses of the public to come forward to give evidence before a Committee specially appointed for this purpose.

Murder of Miss Brown. A few witnesses were examined; but before the inquiry could go further, a young Muslim—Bannay Khan—decided to take the law into his own hands. Accordingly, on the 17th November, 1937, while Miss Brown was going to attend a lecture of Mr. Ernest Saltor Davis of the New Education Fellowship Delegation—then on a visit to Bhopal—she was murdered by Bannay Khan, who immediately surrendered himself to the Police

Government's condemnation of outrage. While the Government of His Highness condemned officially this outrage perpetrated by an irresponsible fanatic, persons were not wanting to acclaim Bannay Khan as a glorious champion of Islam: an Agra paper announced a special 'Ghazi' Bannay Khan number, extolling the brave deed as an act of heroism reflecting honour on the community, and condemning the Government of Bhopal as callous of the religious sentiment of its people.

Government's attitude to Press. Under the great stress of provocations lasting over a long period, the State had consistently maintained its charitable attitude towards the Press. But the propagation of such views, extolling violence and murder showed clearly that the limits of tolerance had been reached. One great difficulty in dealing with these papers was that while they eagerly propagated everything to the discredit of the State—not even scrupling to invent the most fantastic stories, they could seldom be persuaded to publish the official version when it was furnished to them; and under such circumstances the Government had no alternative but to apply the ban to prevent further mischief.

Difficulties of dealing with external press.

The Government consequently found themselves compelled to proscribe this paper along with some others carrying on a campaign of hatred against the State and ever engaged in fanning discontent by setting up one community against the other in order to exploit the ferment in the common crusade against the States. The present Bhopal law which generally follows the lines of the enactments in force in British India, is much milder in its prescription of the amounts of security, which are considerably lower; there is no provision requiring advance securities in cases of papers printed within the State. No control of press, it may here be noted, had existed prior to 1934, when continued and deliberate defamation and misrepresentation, both of the State and its Officers, pursued with complete malicious irresponsibility had then forced the Government to take action.

Certain papers proscribed.

Press Law in Bhopal.

In a more striking manner was demonstrated during the period under survey the need of restrictions laid down sometime ago on the State law relating to public meetings which were made in a certain section of the press the occasion of serious diatribes against the State administration. Those restrictions are the result of irresponsible propaganda which actually encourages crime and leads to violence. But as framed, they affect only the unwarranted interference on the part of external organisations to foment rebellion and discontent. The rights of free meeting and religious sermons have therefore been made subject to stipulations specially designed to discourage the participation in such meetings of undesirable agitators from outside; and strangers are permitted to address meetings only when the State is assured of their *bona fides*. And this rule which is applicable to both the Hindus and the Muslims is designed to operate as a restriction not on the liberty of the people in Bhopal but as a proper check on the activities of outsiders' groups inspired by hostile feeling against the State: the rule is designed in fact to protect the interests of peace against the agents of irresponsible organisations who preach under the plausible garb of religion, a gospel of communal hatred, rebellion, and discontent.

Law of public meetings.

An illustration of the unscrupulous communal propaganda against the State is furnished by a report which appeared in a prominent Hindu daily of Delhi in which the story of a drunken brawl between two parties of *Kanjars* was made out to be an instance of the persecution by the State of Harijans in order to force them to accept Islam. The facts of the case as ascertained after official inquiry went to show that the alleged incident was a sequel to a private quarrel which originated in abusive talk between two local *Kanjars* and was further accentuated by another and subsequent quarrel over kite-flying which led to a fight between two parties of *Kanjars*. In the course of the fight, two persons caused grievous hurt to two of their opponents. No Mahomedan ever took part in this quarrel, but apparently no explanations from the Government of Bhopal were sufficient to stem the tide of propaganda which continued to reiterate the story for months to come.

Perversion of fact.

Cases of elopement.

Similarly, whenever a case of conversion occurs or there is any elopement involving a Hindu woman, the Government is declared to be a party to the misdeed ; and no explanation is found sufficient to satisfy the interested sections of the press that such incidents which are matters of common occurrence in other places are inevitably the results of inter-communication between the various sections of the population in the State, and that no Government worth the name can permit itself to interfere with cases arising from voluntary relations between individuals acting within their legal rights. Such cases arise from the defects of the social system, from early marriages, non-recognition of the remarriage of Hindu widows, and other economic conditions which involve amongst the labouring class a constant collaboration of men and women in the various fields of their activity.

Rural tribunes.

Reference was made in the last survey to the introduction in Bhopal of the Village Panchayats, the rural tribunes which were intended not only to introduce in the villages the principle of self-government, but to represent a devolution of administrative and judicial function in a field hitherto naturally open to interference by the subordinate officials of the police and revenue in the common daily affairs of the village. The results attending the initiation of the experiment were highly promising and an extension of the system on a large scale was at the close of the year a question under the contemplation of His Highness' Government.

A collateral scheme.

A collateral scheme for the amelioration of administrative conditions was suggested by the drive against the evils of corruption then in progress in the Central and the United Provinces, the Punjab and other places, recently placed in charge of popular ministries under the Scheme of Provincial autonomy introduced by the Government of India Act, 1935. Those evils did not exist in Bhopal in the exaggerated form in which they were found in these places and where they called forth the application of severe remedial measures. But the reform in the neighbouring Provinces focussed the attention of the Government on certain evils which could be eradicated to the mutual advantage of the people and the administration.

Nature of evils.

Such evils consist of petty cases of bribery and peculation amongst the lower order of public service which often go unchecked to the detriment of public welfare. In rural administration, for instance, the peon in charge of the collection of revenue has unlimited opportunities of extorting his peculiar mail : so long as he stays in the village assigned to him, the expenditure of his maintenance is a charge upon the village Patel, or on the cultivator to whom he is sent : he procures remissions, or delays in the payment of rent—a convenience for which he expects some consideration. There is then the *Patwāri*, the Recorder of Local Rights, who exacts his toll in all disputes of land ; the Village Chaukidar, who would expect something whenever a village crime is reported: and his evidence would often go to favour the party he sides with. Then there are the peons of the police, customs, excise and

several others who command, within the ordinary run of their duties almost numberless opportunities of exaction in their numerous fields of duty which touch the life of the citizen in every sphere of his activity. Similarly, the litigant or the petitioner —anxious as he is to secure an early settlement of his case—bears the exaction as a charge in due course : he is seldom disposed to complain and thereby subject himself to vexatious processes in what must appear to him to be fruitless prosecutions.

Prevalence of malpractices.

These malpractices are not peculiar to Bhopal: they are widespread in some Indian Provinces, where they have attained dimensions hitherto unknown in this country and are ingrained in the habits of the people as the heritage of a system of Government unused during a long past to any high standards of public service. In seeking the eradication of this evil, the Government of Bhopal have made the higher officers and heads of Departments responsible for a strict supervision of the activities of their subordinates in the discharge of their duties. The special measures recommended by the committee which was appointed by His Highness were contained in a Resolution of the State Council which laid the responsibility for the suppression of such abuses on the officers and heads of the Departments of the State. It was also provided that the touring authorities should visit the areas within their jurisdiction and ascertain, if any evils of this nature were prevalent. They were required to submit their reports to the Department concerned and the Government directly through their Charge wherever such complaints were brought to their notice.

Anti-corruption Committee.

A system of abuse.

Another institution which incidentally helped to put a stop to a system of corruption in a different sphere was created in the shape of a Mandi or a central grain market in a suburb of the city which was rechristened Abidabad in honour of the Heiress-Apparent—Princess Abida Sultan Nawab Surayya Jah Gauhar-i-Taj Begum, the eldest daughter of His Highness the Ruler of Bhopal. The site touches the broad-gauge line of the railway which traverses the State from one end to another and is in direct communication with the large network of railway systems throughout India. Originally conceived as a marketing project in furtherance of export, it also served to stop a system of corruption, which had been built up by the malpractices of a long past. The old Mandi of Shahjehanabad, which formed previously the centre of export and internal distribution of grain, had gradually come under the control of bankers and weighmen who respectively auctioned and weighed the grain, the latter being also responsible for their transport to the place of destination. In the processes of auction and sale, weighment and transport, the cultivator underwent a series of improper exactions : he paid a fee for auction ; the weighman weighed always in favour of the buyer ; he exacted his own share per maund of the grain he weighed ; the banker who was also the buyer levied his toll of the *Dharmadaya*, a charity cess spent by himself ; the cleaner of the premises,

The Mandi of Shahjehanabad.

the water-carrier, and numerous others shared the exactions. These tolls so vexatious to the seller were now abolished by law, and the market was regulated by a system which accommodated the various interests equitably under the direct supervision of the Bhopal Corporation who obtained the right to levy their Octroi for the improvement of municipal finance.

Nature of regulation and control.

Depots.

Under the new system, a number of depots were marked out and allocated to certain persons under a municipal license. They were furnished with scales and balances and made responsible for correct weighment of the commodities purchased; in return for a small brokerage, they pay the seller his price settled in auction; the Dharamadaya was limited to a rate of 3 pies per each unit of 4 maunds as settled and it was stipulated that the entire amount should be remitted to a common pool to be expended under the control of a Market Committee constituted according to the terms of the law. This committee which is elected by the licensees is also the Executive Council of market administration, which supervises the arrangements through its Chaudhari—the Headman of the Guild—a salaried Official paid from the common purse of the Market Fund.

Market Committee.

Effect of control.

Criticism.

The establishment of this regulated control has resulted in the removal of burdens so vexatious to the cultivator. But the main public objection to this system, which has sometimes been an object of criticism is that it bans the free competition of the market which is now practically confined to a licensed class of vested interests; that it tends to create a monopoly in favour of that body; that the removal to a distant suburb of the city of this market places the consumers of the city to a grave disadvantage; that apart from the Octroi, a new impost, they are subjected to undue transport charges, while the bankers meaning the limited section which have acquired the control are not only making profits from the brokerage—the *sine qua non* of the transactions within this the only centre of grain distribution in the city—but are also free from the charges of transport which they formerly paid on the export; and that they are being thus indirectly taxed for the benefit of this class; that the regulation in favour of the cultivators—if that is the sole object—could be enforced by the application of similar laws at other centres with equal advantage to other citizens at large. But it is forgotten that the scheme is experimental; it does not preclude the organisation of other centres; the Government of the State had never intended the creation of a monopoly and is not committed to its maintenance, and the Mandi of Abidabad does not share the concessions extended to other new markets, whose dealings have reacted to the prejudice of State customs.

Facilities to cultivators.

These objections apart, the scheme gives new facilities to the cultivator. These form only a link in a long series of advantages which have been secured to him under the present system. His rents—fixed rigidly in olden days as the first

charge upon the produce of the land—are now adjusted to the actual conditions of the market; his losses, due to natural causes and other calamities, certify his title to remissions, while the grants of State loan and free gifts in these cases ensure the recuperation of his position on his farmland. The standard of rates which has been assessed in careful accord with the productive capacity of land, and after a careful examination of conditions in the neighbouring States and Provinces is open to revision. In conformity with that policy, in the year under survey, the assessment of certain classes of land was permanently lowered, while in the interest of general development, special concessions were announced for the cultivation of betel-leaf and horticultural plantations.

Government Employees' Compulsory Insurance.

A measure of special interest to the services was initiated by legislation to make provision for the compulsory insurance of Government servants. That step was considered desirable in the interests of public service, as cases of the destitution of the dependants of State servants after their death were increasingly brought to the notice of His Highness' Government, and though in a large number of cases, they participate in the scheme of general relief under special grants of stipends and pensions, this compulsory thrift provides a welcome resource which they can fall back upon in cases of emergency.

Steady progress.

Sir Ross Masood.

In the general administration and government of the State, a steady level of progress was maintained throughout the period under survey. The only event of note involving a change in the personnel of Administration was the sad and untimely death of Sir Ross Masood, who had held charge, since 1934, of the Departments of Education, Public Health and Medical Relief. He had been ailing since June: a slight fever in the beginning—first diagnosed as malaria but later suspected to be due to yellow fever, was ultimately found to have arisen from an old complaint of the kidneys; then other complications supervened; and after an illness lasting about two months, he expired on the morning of the 30th July, 1937.

A shock.

His death came as a great shock to India and the community of Islam, which owed so much to him and his eminent grandfather, the late Sir Syed Ahmad Khan, the founder of the Aligarh movement. Born in 1889, Sir Ross Masood was educated at Aligarh and the New College, Oxford, whence he graduated and was called to the bar. After a short practice of law in Patna, he joined the Imperial Educational Service in 1913, and was about two years later taken into the service of His Exalted Highness the Nizam, whom he served till 1928, when he retired to take charge of the administration of the Aligarh Muslim University as its Vice-Chancellor—an office, which he filled with eminent success till 1934. In that year, he took over charge of the portfolio of education in the Government of Bhopal which he held to his last.

His successes. Apart from his great successes in the field of education which found a practical shape in the organisation of the Osmania University of Hyderabad which realised a great vision in the inauguration of the first successful experiment in India of imparting higher education in vernacular, and his equipment of the Aligarh Muslim University, Sir Ross Masood takes a distinguished place among the great literary figures of his day. As the author of " Japan and its Educational System, " which has been translated into a number of oriental and western languages, as a distinguished writer of Urdu, to whom several classics owed their revival, as a great representative of the best traditions of the Aligarh movement, and as a great conversationalist, Sir Ross Masood is known to All-India fame.

Work in Bhopal. His work in Bhopal lay in his scheme of vocational education which he wished to introduce in preference to mere literary culture, which he believed could be served adequately by a first class education in Orientalia imparted in accompaniment with the essential rudiments of western languages and such modern subjects as geography and modern science. In the administrative field he sponsored the important measure for the control of Public Trusts and Charities; he organised the State Press and laid the basis of the present Publicity Bureau. His other interest was the publication of a series of oriental works from Bhopal of which one, the Urdu translation of the Sanskrit drama of *Chandrabodh Uday*—an allegory of Vedantism, was almost the last of his works undertaken to promote a closer understanding between the various communities of India.

CHAPTER I.

THE LAND AND THE PEOPLE.

The regional culture of Bhopal considered in its relation to the physical scene of life and environment and as finding expression in the general economic structure of the country and the social and political aspirations of its people is governed by two important factors : first, the geographical situation of the State ; secondly, the nature of the ethnic elements, with their diverse traditions and folklore which build the outlook of the people and are the basis of the social and political problems which face the State. Of these, the first represents the corporate, and the second the psychic aspect of the regional culture of Bhopal.

Regional culture.
Two factors.
Geographical situation.
Ethnic elements.

In the first, that is, in the physical or corporate aspect, Bhopal has been richly gifted by nature. For in marked contrast to many Central India States which consist of scattered territories mingling their borders in bewildering intricacy, Bhopal presents a picture of general homogeneity. Apart from about twenty-one villages enclosed by a foreign boundary, the State forms one compact *bloc* of territory possessing throughout its extent, certain uniformities of region and climate ; while here, as in few other places, the political and the agricultural frontiers coincide. Besides the administrative uniformity which this situation favours, its effect upon local sentiment is considerable. Slowly, but surely there is growing a sense of local interest and a common bond of regional unity.

Corporate aspect.
Compact bloc.
Political and agricultural frontiers coincide.

The climatic rigours of the northern plains of India are foreign to its boundaries ; the air is mild ; there is an abundance of water and fertile land ; and its mineral resources present a prospect of promising, if limited development. Its territories lie on routes which are to-day, as they have been since time immemorial, vital links of strategy between the north and the south and highways of commerce and civilization.

Climate.
Water, land and minerals.
Vital links.

In point of its situation, Bhopal lies between 22°-32′ and 24°-4′ N. and 76°-28′ and 78°-52′ E. and possesses an area of 6,918 square miles more than three-fifths of the size of Belgium. It is bounded on the north by the Gwalior State and the British Indian district of Saugor in the Central Provinces. Running from the extreme north-west for a considerable distance towards the south to about 23° of latitude, the River Parbati forms a natural boundary between Bhopal and the States of Rajgarh and Narsingarh. Close to its source the western frontier shoots *forth an enclave which runs as a wedge between the territories of the Mahratta* States of Gwalior and Indore which form the northern, western and southern termini of the State. On the southern side to about 77° of longitude, the River Narbada forms the line of division between Bhopal and the Narsingpur and

Situation.
Area.
Boundaries.

Hoshangabad Districts of the Central Provinces. To the west of the southern area and south of the projecting enclave, the Holkar pargana of Ālampūr helps to complete the south-western boundary.

Physical contours.

The main features of the physical contours of the State are determined by the Vindhya range. This forms the principal hill-system; its spurs shoot forth in different directions covering the major portion of the surface with a patchwork of highlands and lowlying valleys; while a chain of hills to the south constitutes a mountainous tract with distinctly different aspects of region and climate.

Watershed.

The Vindhyas also form the watershed of the State, containing the sources of its great rivers, the Betwa and the Pārbati, besides other streams of lesser importance. The Betwa and the Pārbati follow a northerly course till they join the water-system of the Gangetic Doāb. The former familiar to Sanskrit romance as the " Vetravāti " is known there for its sweet waters spreading as a sheet of liquid moonlight and is described as taking its rise in the Pāriyātra mountains.

Parbati.

The Pārbati rises at the village of Makgardha near Ashta and flows through the State for about 90 miles forming its western boundary along most of its course, and meeting on its way several tributaries of which the Ajnal, the Papnas and the two Paruas are the most important.

Geological structure.

Type of rock.

The Vindhyas form the motif of the geological structure of the State. The typical rocks known as the Vindhyans consist of " short flags and shales which owing to the marked difference which they exhibit in their degree of resistance to denudation give rise to regular escarpments, capped by massive sandstones with an underscarp of softer rocks which constitute the most noticeable feature of this region." They enter the State near the town of Bhopal; here, they are shifted " so as run to the north of the great faults, and the whole series comes into view presenting all the divisions met with in Bundelkhand and Baghelkhand."

Minerals.

The mineral resources, so far as they have been examined, appear to indicate a promise of considerable wealth. Iron ore exists in the plentiful haematite of Jhamar; there are valuable deposits of bauxite, laterite and mica; rich seams of coal have been found in the Gondwana series of the contiguous regions which are also common to Bhopal; the limestone rock of Ginnaur, over 1,000 ft. thick is admirably suited to burning for lime; while the Vindhyan sandstone, " unrivalled in beauty of colour, ease of working and resistance to elements," and the green marble, afford excellent material for building construction. Apart from these there are also large deposits of chalk often hardened into stone of variegated colours besides garnets, amethysts, turquoises, hydrophane opals, sapphires, white cats' eyes, vellum diamonds and beryls which are all easily accessible. Of particular worth from the commercial point of view are beds of sheet agate suitable for making large ornaments and small pieces of furniture.

Chalk.

Semi-precious stones.

The Vindhyas also help to mark out the natural divisions of the State commonly designated as Malwa and the hilly tract. The former which embraces an area of over 4,000 sq. miles is part of a wide table-land with a mean elevation of about 2,600 ft. above the sea. The hilly tract occupies an area of 1,855 sq. miles and consists mainly of the country situated along the Vindhya range. **Natural divisions.**

These two regions present different physical structures and strong contrasts of scene. " The highlands of the Malwa plateau are formed of vast rolling plains, bearing scattered over their surface, the curious flat-topped hills which are so marked a characteristic of the Deccan trap country—hills which appear to have been planed off to the same level by some giant hand. Big trees are scarce in this region, except in hollows and surrounding villages of old foundations ; but the fertile black soil with which the plateau is covered bears magnificent crops, and the tract is highly cultivated. Where no grain has been planted, the land is covered with heavy fields of grass, affording excellent grazing to the large hordes of cattle which roam over them. During the rains and the best part of autumn and winter the country presents an appearance of unwonted luxuriance. Each hill clothed in a bright, green mantle rises from plains covered with waving fields of grain and grass, and traversed by numerous streams with channels filled from bank to bank. The luxuriance is, however, short-lived, and within little more than a month after the conclusion of the rains gives place to the monotonous straw colour which is so characteristic of this region during the greater part of the year. Before the spring crops are gathered in, however, this yellow ground forms an admirable frame to set off broad stretches of gram and wheat, where the brilliant fields of poppy once formed a carpet of many colours round the villages nestling in the deep shade of great mango and tamarind trees. **Contrasts : Malwa.**

" In the eastern parts, the aspect is entirely different. The undulating plateau gives place to a level and often stone-strewn plain, dotted here and there with masses of irregularly heaped boulders and low serrated ridges of gneiss banded with quartz, the soil, except in the hollows at the foot of the ridges, being of very moderate fertility, and generally of a red colour. **Eastern side.**

" In the hilly tract the scene again changes. On all sides lie a mass of tangled jungles, a medley of mountain and ravine, of tall forest trees, and thick undergrowth traversed by steep rockstrewn watercourses which are filled in the rains by roaring torrents. Here and there small collections of poor grass-thatched huts surrounded by little patches of cultivation, mark the habitation of the Bhil, Gond, or Korku." **Hilly tract.**

Besides demarcating the natural divisions and governing the characteristics of the scenery, the hill-system of the Vindhyas exerts a marked influence on the climate of Bhopal, both by constituting a highland to the west, and by **Climate.**

modifying the direction of the prevailing winds at different seasons. Malwa is notable for its cool summer nights, but like the rest of Central India it has few contacts either north or southwards. The Gangetic plain intervenes to separate it from the great hill-system of the north, while the lofty barriers of the Vindhyas isolate it from the plateau in the south. The Vindhyas and the Satpuras influence in another manner the climate of the region by the westerly direction which they give to the winds.

Temperature. A little variation in temperature begins to be felt at the close of March though the capital town of Bhopal and the plateau generally are still within the isotherm of 95°. Towards the end of April, the heat becomes more marked in the Gondwana tract and in the city of Bhopal, where there are great variations of temperature in May and June. The general inclination is upwards, reaching for a few days in summer a maximum as high as 110°. During the latter half of summer, hot season winds blow, though even in the hottest weather there is usually a sharp fall in temperature at sunset, nights being generally calm and cool while a gentle west wind occasionally blows.

Variations. As regards the variation of temperature in general, the plateau of Malwa is more evenly endowed, the mean difference between January and May being 25° while in the hilly tract, such mean ranges between 78·1 and 105·7 degrees. In the maxima and minima, the averages are higher in the hilly tract than in the plateau.

Rainfall. The monsoon on the plateau breaks about the 10th of June, followed later by little showers in the hilly tract. In the former region, the current takes a pronounced westerly direction; the wind at first dry becomes moist and the climate undergoes a great and marked change, the temperature falling 14 to 16 degrees. The Malwa portion is supplied principally by the Bombay current of the monsoon, while the hilly tract shares the current entering by the Bay of Bengal. The annual rainfall averages about 30″ on the plateau and about 50″ in the hilly tract. The winter rains usually fall from December to the middle of February and are specially useful to rabi sowings.

Historical Associations. On the whole, the climate is generally mild: this fact together with the fertility of the soil caused the country to be favoured for habitation. The land is well-known to ancient legend. The country to the east is the Akara of classical Sanskrit literature, which had its capital at Vidisha, the modern Bhilsa, in the State of Gwalior, where during the Buddhist times, a kingdom had risen to prominence and maintained for several centuries a high standard of culture and civilization. To it belong the monuments of Sanchi now in possession of Bhopal and extremely well preserved under the careful conservation of the Archæological

Department of the State. They are unique as survivals of an era singularly rich in its interpretation of spiritual life: they symbolise the idealism of Buddhist tradition and are a record of great achievements in art representing almost every aspect of Indian sculpture from the days of Asoka to the Golden age of the Imperial Guptas.

Strategic importance of position.

In addition to this cultural tradition, the strategic position of Bhopal gives it an intrinsic importance of its own. The capital town marks, as Sir John Malcolm points out, the exact boundary of Malwa: one of its gates lies in Malwa while the other opens in "Gondwara." Even in ancient times, the State was traversed by routes, of which the most important was probably the road from Paithana (modern Paithan) in the Deccan to Sravasti, which led through Maheshwar and Ujjain to Bhilsa, passing a stage named Gonadda, the modern Duraha (23° 24′ N., 77° 12′ E.) which owes its name to the junction here of two routes, one from Ujjain and another from the north-west. In the story of Pradyota of Ujjain and Jivaka, a physician of Rajgriha, a route passing through Ashta, Sehore, Bhilsa, and Bharhut is indicated. The principal routes became more definite in the Moghul days when a great road to Agra crossed Central India through Sehore and Ichhawar.

Effects of situation on history.

The strategic importance of the territories of Bhopal could not but make itself felt throughout the ages. It was the distinctive factor in shaping the history of Bhopal lending to the State an importance of its own which caused its friendship to be equally cherished by the Nizam and the East India Company, while throughout their history, the Mahrattas waged an unremittent, though unsuccessful, war for this key-position which they believed to be an alien wedge driven into the heart of their territory.

Individuality.

The result of all this was to oblige Bhopal to concentrate upon the problems of defence and to acquire a history radically different from the history of the great neighbouring States of the Mahrattas whose figures move in the wider drama centering round the imperial throne of Delhi, thus representing only an episode in general Indian history, whereas for Bhopal, the main interest always lies in the regional history, in its wars of defence, its policy of internal consolidation, facts which emphasise the individual character of the State, wherein a key is to be found to the tradition of communal amity that has always marked the relations between the various sections of the population.

Ethnic elements.

Ethnically, the population of the State falls into certain well-defined strata which though united in the fabric of a common order are separated by the bar of race or the schism of caste which divides them into watertight compartments. Among the most important in the Hindu population are the three most important divisions, the Brahmans, the Kshatryas and the Vaishyas, who settled here at

different periods of history. The first in order are the Malavas whose settlements formed the nucleus of the first settlers; they gave to Malva its name and are contemporary with one of the earliest records of Hindu antiquity. They are mentioned in the Mahabharata and the Ramayana; and the Vishnu Purana speaks of them as living in the Pariyatra mountains, or the western Vindhyas. Secondly, new elements came with the Mauryas, the Satraps and the Guptas who had built up new states in this part of India. There followed after them, the white Huns, led by Torumana and his son Mihrakula towards the end of the fifth century. There were also the settlements of the Gujars and other tribes who together with the Malavas, Huns and other elements were brahmanised by a gradual, perhaps unconscious process of assimilation, and assigned a pedigree within the Hindu pantheon. Fourthly, there came later settlements of Rajput clans of which new names begin to appear about the tenth century when Malwa fell to the Paramaras. Fifthly, there were a number of miscellaneous settlements, like those of the Modhs from Modhera of which a number of families settled down in Malwa in the twelfth century about the time when the armies of Ala-uddin began to scour the land to the south.

Other elements.

Besides these elements which constitute 16.09 per cent. of the total population of the State, there are numerous lower castes outside the sacred Brahmanic fold, depressed classes and aboriginal peoples, who inhabit the more mountainous and wilder parts of the State. Among these, the Gonds are the most notable, having been up to the eighteenth century the rulers of a large part of Central Provinces. There they had built great city fortresses and attained a high stage of civilization and prosperity.

Mahratta invasion.

But their States were subverted by the Mahratta hordes; they were driven to the forest and the mountain, where they continued to be harassed and oppressed, until they made an acknowledgment of Mahratta supremacy and promised annual tribute. Under this treatment, the Gonds have relapsed into barbarism; but their history and distinct culture are recorded in the ruins of old sites and crumbling palaces; and at the present day, the caves or "small collections of grass-thatched huts surrounded by little patches of cultivation" mark the habitation of the remnants of this unhappy race. There they live to-day, still different in their habits, culture and religious beliefs—a marked contrast to those amongst whom they are now settled.

The Bhils.

Another small minority, the Bhils are in the main a pastoral people, being more and more drawn into the pursuits of agriculture and are the analogues of the Sub-Himalayan tribes, like the Cooch and the Bodo, who are locomotive agriculturists. They sow and reap, but before they sow or reap, they first clear the land by burning the trees upon it. They clear and manure. They then crop and exhaust. They exhaust and leave.

PROPORTION OF ETHNIC ELEMENTS IN THE POPULATION OF BHOPAL (1931-37)

0 1 2 3 4 5 6 7 8

729,955

16,09 P.C	UPPER BRAHMANIC CASTES	117,469
33,10	LOWER HINDU CASTES	241,672
23,79	DEPRESSED CASTES	173,699
15,52	ABORIGINAL RACES	113,302
12,31	MUSSALMANS	89,860
,82	OTHER ELEMENTS	6,095

These aboriginal tribes of the Gonds and Bhils, together with the Korku, Kol, Savaras and others number 113,302, forming 15·52 per cent. of population. This number seems a little lower than their actual strength for a very large number, now drawn into urban labour, are classified with the Hindu population. **Other tribes.**

Another large section of the population forming 23·79 per cent. is represented by the depressed classes who still stand outside the pale of Hinduism separated by the gulf of social difference, segregation and other similar disabilities of a social character forming numerous castes different in the degrees of their disability and are inspired by differing social and religious outlooks more akin to animism than any form of belief within the fold of the orthodox social order. **Depressed classes.**

Next to them come the Mussulmans, whose settlements date back to the first phase of the Islamic conquest of Malwa when their colonies sprang up in different parts of the country. Since then, there was no large settlement till the days of Dost Mohammed Khan, when a military Afghan camp settled in the land of his conquest. Sporadic movements of families have thereafter taken place to vary the incidence of Muslim numeral strength which now forms over 12 per cent. of the population. **Mussulmans.**

In the distribution of economic activity, the production of raw materials, and the preparation, and supply of material substances occupy 31 per cent. of the population; public administration and arts claim 1; while miscellaneous and unproductive occupations engage about 6 per cent. **Occupations, etc.**

In agriculture, the conditions of occupation are affected by special factors of rural economy, which differ in the two zones into which nature has divided the State. They constitute two distinct divisions markedly different in climate, soil, vegetation, industry and culture. **Agriculture.**

But despite uniformities promised by geological formation of the general physical build, there is a vast range of variation in the quality of soils in both Malwa and the Hilly Tract. These are in the main governed by the depth of the soil, lateral changes assisted by the action of the water operating to vary the texture of soils at short distances in the same village, while in the case of the uplands, the alterations in the composition of the gneisses, crystalline schists and the traps forming the sub-soil are reflected in the chemical composition of the soil itself. **Range of variation.**

The soil of Malwa is formed by the disintegration of the upper surface of the sheet of trap which covers the country. In places the trap may be seen in the transitional process of passing into soil, dark in colour, almost black, its appearance varying in response to the manner in which light falls on it, for the same field looks black in one light and grey in another. **Malwa soil.**

Absorption of water. This soil is endowed with a special capability for the absorption of water and is remarkable for its retention of moisture sufficient to grow a crop of wheat without irrigation. In the first stage, when it is thoroughly wet after the first rains of the season it becomes impossible to plough, but the upper surface dries more quickly than in other soils to the north, a brief spell of dry weather being sufficient to make it fit for cultivation. Again when after the end of the harvest the soil dries, the fields present the appearance of a patchwork of fissures on an extensive scale.

Thin soils. On the slopes and uplands of the trap, there are thin and poor soils differing in fertility and yielding moderate crops in times of well-distributed monsoon. At the foot of the hills and on lower-stretches, layers improve by constant accretions of soil washed down by the rains.

Measure of value. Beneath the upper layer of the black soil which varies in different places, there is a substratum of a second soil, light of colour and texture, inferior in its power to absorb and retain moisture. The depth is, therefore, the measure of the value of the black soil and forms the basis of the assessment.

Composition. In the composition of the black soil enter, in a large measure the calcium and magnesium carbonates with fine grains of iron which give it the dark colour it has and which marks its distinction. There is sufficient lime and potash, though the soil is lacking in organic nitrogen and phosphoric acid ; and being argillaceous, it does not respond to irrigation without manuring.

Unmanured land. The main features of the cropping of unmanured land in Malwa depend upon the extent of the retentiveness of the soil which is, as we have seen, in part a question of its depth. Where the moisture lasts sufficiently long, wheat forms the main crop ; elsewhere, cotton and juar are the chief staples. The practice of rotation varies in different villages, there being places where the same crops are continued to the point of exhaustion, at which period something else is tried or the land is left fallow till it recovers.

Hilly tract. In the hilly tract where " great land masses have sunk bodily between parallel fractures " and which embraces part of the basin of the Narbada, the soils are of a different class and order, namely, laterite soils derived from the porous, clayey rocks which cap the basaltic hills and plateaus of Central India. The fine grains of matter thence washed off during the rains constitute extensive areas of not only sedentary but alluvial soils.

Laterite soils. There is in different parts of the State a vast divergence of laterite soils ranging from the extremely thin and gravelly soils of the higher levels formed *in situ* to the dark-coloured heavy loams and clays of the rich Tal division which occupies the bed of the great Bhojpur lake. There the rains bring from the constant weathering of the rocks, rich accretions of soil which serve the purpose of natural manure.

During the rains which are the heaviest in July, the temperature is so low that the growth of the crops is scarcely perceptible; but in September, when the rains undergo a marked decrease, the growing warmth and heat stimulate vigorous vegetation. For a short time in winter, the ground frosts may be feared, but they pass off early; and the temperature seldom touches the freezing point. There are also chances of occasional, but most capricious fall of winter rains. **Rains.**

Animals—the source of agricultural power—are usually stronger in the Hilly Tract where better forests on the slopes and highly afforested ravines furnish excellent fodder to agricultural live-stock. In Malwa, the breed is inferior and peasants are not equally well endowed with opportunities to graze their cattle. In the medical treatment of animals, there is still an appreciable lack of modern facilities, though as a result of a systematic programme of veterinary service which has already been put in hand, a strenuous advance is expected in the near future. **Animal husbandry.**

The economics of agriculture in Bhopal are handicapped by the scarcity of labour which operates as a limiting factor in the general organization of productive activities. Almost all families being engaged in their own fields, labour is imported from outside. The "Chait," the season of immigrant labour from neighbouring places, is a time of great hustle and activity. **Agricultural labour.**

In sharp contrast to this scarcity of labour during the time from July to December, the six months from January to June have little occupation for the people which means the waste of productive force. The allied or subsidiary industries which could employ this energy to advantage are not yet fully organised. "Cotton-spinning or weaving, gur-making, oil-pressing, gardening, wool-spinning, rice-milling, grass-cutting, and woodwork, provide work, but of them only the first three or four have what may be called export possibilities. At present, however, they are worked on a cottage industry basis; and may not, in some cases, admit of mechanisation or production on a large scale." **Industries connected with agriculture.**

The difficulties of labour are aggravated by the heavy loss caused by the defective holdings of the individual cultivators. That is due to concentration of agricultural effort on hereditary tenements which are constantly subjected to division and gradually become, to a growing joint family a source of extremely scanty means of subsistence. This natural disposition of the cultivator which makes him reluctant to seek outlets beyond his home also accounts for the absence of continuous compact blocks which can be easily fenced and on which he may set up his house or at least his cattle yard, and where he can create those ideal conditions of agriculture, in which cattle and labour may be employed to best advantage. Under such conditions, time would not be lost in unnecessary journeys; all possible supplies of manure would reach the cultivated land; losses from trespass would be reduced to a minimum and the land remain immediately under the eyes of the cultivator. **Other difficulties. Defective holdings. Lands subjected to division. Reluctance to seek outlets. Ideal conditions of agriculture.**

Present system of rural habitation.

Under the present system, on the contrary, the cattle and the people are crowded into village sites where considerable potential manure is wasted or becomes a danger to health ; where a man's land is scattered in small portions throughout the area of the village, where much time is lost in walking the cattle from village to field or from one field to another, and where trespass is as easy as supervision is difficult.

Strata of rural population.

In the general organisation of rural economy, the strata of rural societies may be classified under the following categories :—

1. People who live on rent (tenants who have sublet, or grantees of various kinds).
2. People who cultivate the land for their own benefit (who may be land-owners, tenants, subtenants, or grantees).
3. People who work for hire on land cultivated by others (general and agricultural labourers).
4. People who render various services and are remunerated from the produce of the village (the artisans and officials of the village, *e.g.*, blacksmith, carpenter, weaver, priest, watchman, barber, washerman, etc.)
5. People who are supported without rendering any service in return.

Categories overlap.

These categories are not exclusive : the small agriculturist is frequently a cultivating and non-cultivating land-owner, a tenant, a farm-servant, a field-labourer, all rolled into one, owning land which he partly cultivates. and partly lets out for rent, hiring land from someone else, and eking out his earnings by working on the land of others in between whiles.

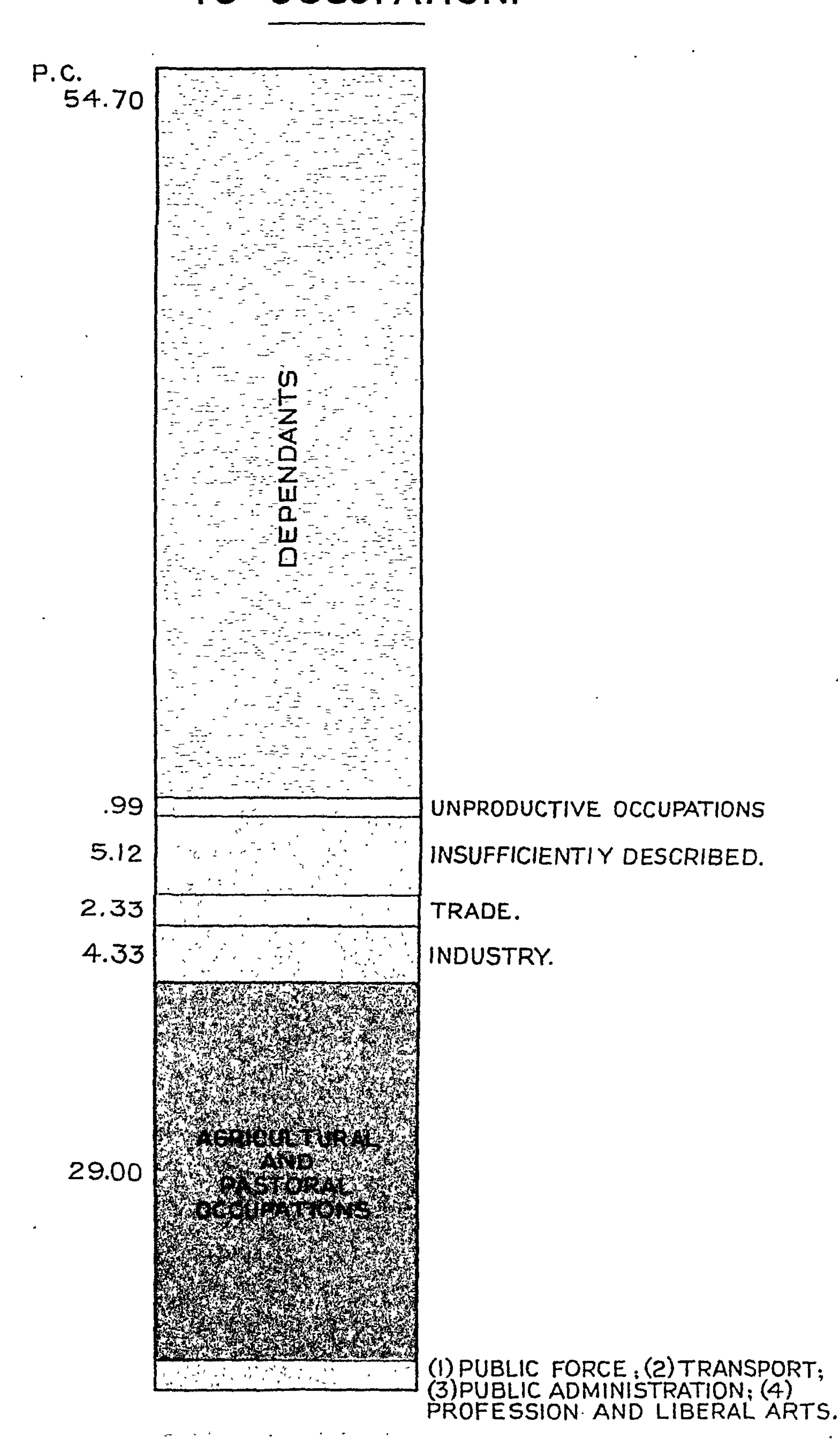
Self-sufficing economism.

An all-sufficient economism is here the goal of the rural habitation : each village, organised on the basis of a community of function, often representing endogamous groups of a common origin, aspires to be self-sufficing with its own provision of artisans and menials adequate to meet the needs of its life. But, in the control of labour—specially in the coventions which prescribed the privileges of the high caste and the general schedule of rates, a change has come with the growing opportunities of work in the capital town. The new industries are attracting the elements of labour from the villages, and the regulation of wages is being already influenced by factors external to the limited rural economy. Labour is gradually becoming more mobile ; the growth of exports at higher prices leads the van of a transition which means in the language of the economist the passage from self-sufficing stage to market production on a small scale. Under these conditions, labour is acquiring an independent entity as a separate interest.

Banking needs of agriculture.

As elsewhere in India, the banking needs of agriculture are mainly furnished by the *sowkar*, though since the last decade, a part of the work has been taken

DISTRIBUTION OF POPULATION ACCORDING TO OCCUPATION.



over by the organization of the Co-operative societies which are becoming an increasing source of regulated supply of capital to the village. Where, however, the old system prevails, the actual conditions of debt recognise no law of limitation: the network of usury binds the rural folk to a bondage which descends from father to son. This evil which requires to be liquidated in the interest of rural solvency is already occupying the serious consideration of the Government of Bhopal.

Links connecting rural economy with towns.

These are in brief, the principal characteristics of the rural economy of Bhopal: through the revenue division of the Tahsil, the local rural life is related to the economic and administrative unity of the region, and this in its turn connects it with the district town and the city. It is in Bhopal, the central town and the capital of the State, that the commodities from the villages come to market and are exported to the outside world. The town also acts as the centre of distribution for the State and for some of the neighbouring places within easy reach of its markets.

Advantages of Capital town.

In many respects, the city of Bhopal is well-suited to carry out these requirements. Situated on the fringe of a great lake, it has the largest supplies of water in all central India and forms the junction of a broad-gauge railway system in direct communication with all parts of the peninsula. Its site gives it a picturesque situation on a ridge about 1,800 feet above the level of the sea. Tradition associates its foundation with Raja Bhoja of the Paramara dynasty of Dhar, who is credited with the erection of a fort near the quarter of the town where Dost Mahomed Khan laid the foundations of Fatehgarh and connected his fastness with the older remains by a new wall, which he extended till it enclosed a site large enough to embrace a new town. In the course of its history, the city has known great, heroic deeds: it has seen struggles and sieges: it has withstood attack by hostile leagues: and has always refused to yield to any foe. Since the passing of those turbulent times, changes have occurred in the population of the city; new suburbs have sprung up and efforts are being made to beautify the site. In general appearance, the city is stately rising tier upon tier, above lakes with its gardens and trees, while fortress-towers and minarets dominate the skyline and present a spectacle of romance and beauty.

Centre of trade.

The capital city regulates the general trade of the State, particularly in the matter of imports. It is also the source from which the cultural needs of the community are met—an aspect of its activities which will be described in greater detail in the course of this survey.

Possibilities.

The city of Bhopal has great potentialities. Town-improvement is steadily proceeding: and with the development of its industries—in which direction a rapid progress is being made—it will be able not only to supply to a large extent the needs of its inhabitants, but also to become a centre of economic distribution for which it is so excellently fitted by the advantages of its situation.

CHAPTER II.

TRADITION.

Main tendencies. **Tradition of the people.** **Devotion to State.**

In Bhopal, as in every other place where settled life follows the foundation of a state, the main tendencies of political habit are shaped by its history. From the events of the past, from memories associated with the old families of the State, from public virtues and vices and from the system of public welfare have arisen motives of action and sense of values which constitute the tradition of the people. In Bhopal this consists, in the main, of devotion to state personified in its Sovereign, of valour, patriotism, and uprightness proved in its defence, and of communal amity and friendship in the pursuit of the common weal.

First period in the history of Bhopal. **Distinctive characteristics.** **Struggle of existence.** **Second phase.** **Loyal friendship to Britain.** **Arts of peace.** **Quiet, peaceful history.** **A literary renaissance.**

These characteristics of which innumerable instances could be quoted from the past history of Bhopal are its most distinctive features during the first period, which embraces the events of the first century ending with the Treaty of 1818. That year marks a turning point in what had been, in the main and upto that point a period devoted to a hard struggle for existence. In the second phase of its history which is ushered in by this Treaty the watchword of foreign policy in Bhopal is loyal friendship with the British Government—which was so strikingly proved during the Mutiny and on innumerable occasions during the last century. The constant war and preparedness for war with its romance of heroic deeds and enthusiasm which mark the first period yield place to the cultivation of the arts of peace and henceforth the State pursues a quiet, peaceful history, devoid of those exciting events which distinguish the struggles of the first period. The energies of the State, hitherto devoted to defence from external aggression find a channel in other pursuits, notably in the cultivation of letters ; and Bhopal leads at the close of this period, the van of a great literary renaissance.

Third period. **Transition.**

The third period beginning about the commencement of the present century marks the transition to modern ideas and forms of Government which show the impact of cultural influences of a different character. In the processes brought in during this period, specially after the accession of His present Highness, the inner policy of the State is concentrated in the great tasks of conservation and development. These have brought in their wake an increasing prosperity reflected in greater production of raw materials and the inauguration of an industrial era rich in its prospects of future development. A new spirit has followed this transformation and the change in the administrative system and its institutional equipment on new lines.

In the quest of new values, in adaptations to the political order which seeks to achieve an equipoise of public representation with the principle of benevolent auto-

cracy, and in the progress now being brought about by the diffusion of modern education, a new sentiment is in process of propagation: that is a sentiment of loyalty to the Ruler with a deeper, more intense interest in the welfare of the region which replaces the active patriotism of the early age. A new conception of liberty and ambition of power in a wider, more active participation in the affairs of the State, is building up the outlook which usually precedes a new polity of social and political purpose.

A sentiment.

First period.

In the first period, which coincides with an early phase in the decline of the Moghul Empire of India, the main events are connected with the foundation of the State of Bhopal. After the death of Aurangzeb from whom Dost Mahomed Khan, the founder of the State, received his first commission in the Imperial Army, the power of the Moghuls underwent swift decay. Chaos supervened; and in the welter of disorder and anarchy, the Empire lost both its material strength and moral fibre; while its vast territories gradually broke asunder into independent kingdoms and principalities.

Dost Mahomed Khan's bid for power.

Seeing this state of things, Dost Mahomed Khan resigned his commission and addressed himself to the task of seeking his fortunes in Malwa, then a sort of No-Man's-Land. At first a retainer in the service of a local chief, he acquired the lease of Berasia and consolidating his position there rose by the power of his sword to be founder of a line of independent Princes.

Early career.

He began his career of conquest by occupying Jagdeshpūr, a fortified village held by Deora Rajputs. This place, which he named Islamnagar became his head-quarters and the base of his military operations. Thence he proceeded to attack Bhilsa, acquiring by his conquest of the fort, a tolerably wide territory which included Gyāraspur, Durāha, Ichhāwar, Devīpura, Gulgāon, and some other places in the neighbourhood.

A coalition.

In 1719, he joined Bhim Singh Hāra of Kotah in a punitive expedition against the chief of Bundi. The coalition owed its initiative to Syed Husain Ali Khan, the Nizam's rival at the Imperial Court. The allies met the enemy in his own territory and defeated him with great loss.

Position legitimised.

Nothing succeeds like success. This victory was the starting point of a great career of conquest: it gave Dost Mohamed Khan a new prestige; his position was now legitimised by his recognition at the Imperial Court. Impressed by its strength, the Governor of Shujalpur made over to him the fertile district under his rule.

Acquisition of Chainpura Bari.

Nor was this all. His aid was invoked by the Rani of Ginnaurgarh, widow of Nizam Shah, a Gond Chieftain poisoned by the neighbouring Chief of Chainpura Bari. Dost Mahomed Khan attacked the guilty Raja, defeated his forces, and annexed his territories. In gratitude for this service, the Rani ceded to the victor a village which furnished the site for the capital of the new State.

Ginnaurgarh occupied.

After her death, the fortress of Ginnaurgarh fell to Dost Mahomed Khan who found himself after thirty years' strenuous labour an independent ruler in the region which he had entered with nothing but his sword. He died in 1726, leaving behind a large state which endures to this day.

His heritage.

But he left to his successors no easy heritage. Surrounded as the State was by strong foes, it had to maintain during the next century a hard struggle for existence which shaped the entire course of its history. In the first stage of this struggle, stretching almost to the close of the 18th century, Bhopal was under the rule of a series of strong ministers who maintained public order and finance in opposition to the Afghan nobles who were constantly striving to seize power by the usual device of ranging themselves on one side or another on every succession to the throne.

Insecure position.

After the death in 1798 of Chhote Khan, a Gond prime minister, a succession of weak ministers brought the State into imminent danger of total destruction at the hands of the Pindari hordes and the Chiefs of the Mahratta confederacy. The latter were provoked mainly by the events which first brought Bhopal into friendly relations with the East India Company.

First contact with the East India Company 1778.

General Goddard.

This phase began in 1778, when General Goddard in the course of his famous march from Bengal to Bombay, was not only permitted a free passage in Bhopal, but was offered all assistance that could be given in the form of supplies. "The people of Bhopal," says Sir John Malcolm, "are justly proud of the part their Prince took upon this occasion and with reason, for it was bold and decided in a degree beyond what their condition warranted. Every aid required was freely given by this State.........and it would seem that all ranks behaved in the most friendly manner to a body of men who prized such conduct more from having elsewhere met with nothing but hostility. That the remaining part of the march of the Bengal detachment, after it passed the Narbada, was unobstructed, may in some degree be ascribed to the line taken by the Pathans of Bhopal, whose conduct on this memorable occasion established a claim upon the British Government, that merited all the notice it has since received."

"When General Goddard," says Mr. H. T. Prinsep, "was sent by Warren Hastings with an expedition from Hindoostan, in execution of his sagacious plan of alarming the Mahratta powers, then confederated against us, into the acceptance of his own terms of peace, by penetrating through the heart of their possessions, the existence of this independent principality was one of the principal encouragements to make the attempt. The family are still in possession of the strongest testimonials from General Goddard of the important services rendered him by the reigning Nawab; indeed, the ultimate success of the enterprise, and the final

accomplishment of that officer's wonderful march across an enemy's country, all the way to Surat, were mainly to be attributed to his having found this principality in a state of independence and hostility to the Mahrattas midway on his line of march."

Vain attempts to make Bhopal hostile.

In an official abstract made from the correspondence of General Goddard, it is stated that every effort was made to render the Nawab of Bhopal hostile to the English, but in vain. He remained true to his first promise of friendship, though many of his fields and villages were, in consequence of his fidelity to his engagement, plundered by the Mahrattas.

Outbreak of hostilities.

The event was, indeed, a signal for the outbreak of hostilities; thereafter, the neighbouring chiefs, representative of the Mahratta confederacy, never missed any opportunity of interference in the affairs of Bhopal. Providentially, a saviour appeared in Wazir Mahomed Khan who retrieved for a time the falling fortunes of the dynasty.

Scindhia-Bhonsle combination.

After successfully suppressing internal intrigue, Wazir defeated the Scindhia-Bhonsle combination in 1813 and made an effort to conclude an alliance with the British Government. But the East India Company was yet unprepared to accept any responsibilities in this part of India. Its prime object of preventing a Scindhia-Bhonsle combination having been achieved, its Nepalese commitments did not justify the further obligations which an alliance with Bhopal would probably have entailed. It was this apprehension on the Company's part which caused the failure of the projected alliance; and not, as is sometimes stated, any reluctance on the part of Wazir Mahomed Khan to assign a fort or his subsequent negotiations with Mahratta generals after the peril had been averted by one of the brightest strokes of British Diplomacy.

Real reason.

The fact is that " Nagpur was the first objective and Bhopal was contemplated as an alternative link in the policy of Central Indian pacification." As is remarked by Mr. T. H. Prinsep in his contemporary " Narrative of the Political and Military Transactions of British India under the Administration of the Marquess of Hastings," the objections against a connection with Bhopal had their foundation apparently " *in the apprehension of the risk of giving umbrage to the* Mahratta powers, which the steps taken in 1814-15 had proved to be an object of exaggerated alarm ...... The advantages of securing the resources of this State in our own interest, and depriving the Pindarees of the means they derived from it, especially when this could be accomplished with such apparent facility, were strongly felt by the Governor-General, who perceived the incalculable benefit of this arrangement, both to the present interests of his Government, and to the ulterior prosecution of a systematic plan, for the entire suppression of those dangerous and rapidly increasing hordes of adventurers and banditti.

" The Marquess of Hastings could not, however, consider these advantages, certain and considerable as they were, sufficient, in the actual state of things, to warrant a departure from the policy that seemed most acceptable to the authorities in England. Towards the close of the month of April, therefore, a short time after the Nagpur connection had been resolved upon, his Lordship came to the resolution not to seek the Bhopal alliance, even should the negotiations, which were then opened at Nagpur, be brought to a favourable issue. The political agent in Bundelkhand as well as the resident at the Durbar of Scindhia, both of whom had solicited instructions for their guidance, in the expectation of new overtures from Bhopal, or of further attempts against that principality on the part of the Mahrattas, were accordingly desired to refrain from giving to such overtures any encouragement, and to maintain, on behalf of the British Government, the strictest neutrality and indifference in regard to what might be passing at Bhopal." It was, again for the same reason that the overtures made by Nazar Mohamed Khan in the course of 1816 were answered with " commonplace expressions of courtesy and good-will without meeting any further encouragement whatever."

Necessity. What was, however, a matter of comparative indifference in 1816, became an imperative necessity two years later, when Lord Hastings received permission to act against the Pindaris and negotiations were simultaneously opened with all the Chiefs of Central India to enter the British alliance. Before the British troops crossed the Narbada in 1817, " Nawab Nazar Mahomed Khan signed a preliminary engagement binding himself to the conditions on which the Governor-General had signified his consent to admit his father within the pale of protection." The occasion was seized and a formal treaty of " Perpetual friendship, alliance and unity of interests " was signed on 26th February, 1818, and ratified by the Governor-General in March following.

Effect. Under this treaty which constitutes the formal basis of relationship between Bhopal and British Government the latter engages to protect the principality and territory of Bhopal against all enemies: it guarantees to the State its sovereignty and independence; it stipulates that the British jurisdiction shall not, in any manner, be introduced into Bhopal; and it recognises that the Rulers of Bhopal shall exercise an absolute authority within their territories. On its own side, the State undertakes to furnish the service of a Contingent of 600 horse and 400 infantry—an obligation that has now been commuted in return for an annual payment of one lakh and sixty-two thousand of rupees; it agrees not to wage war against the neighbouring States, and to submit to British arbitration any disputes that may arise between it and other States; it agrees to transfer to the British Government the right of conducting on its behalf its relations with foreign

powers; and it stipulates to maintain with the British Government on reciprocal basis a perpetual amity of interests, friendship and alliance.

The history of the political relations between the British Government and Bhopal has been the history of relations sincerely contracted and cordially maintained: Bhopal never drew its sword against the British power: and ever since its first contact with the East India Company, when in gallant disregard of powerful neighbours, in defiance of warnings and of caution, the State helped a body of men engaged in a perilous enterprise who had hitherto encountered only hostility, Bhopal has never wavered in its loyalty to its pledged friendship. Its act provoked strong combinations of Mahratta power; its villages and fields were plundered; and it endured wars and sieges entailing untold suffering to its people. But the friendship thus begun has transmuted itself into a tradition: it proved itself in the Pindari Wars, in the dark days of the Mutiny, and in the Great War. During the century which has passed since the formal ratification of the treaty, certain changes have taken place in the incidents of relationship; and a wholly new phase has now opened with the constitutional advance of British India. In this new phase, Bhopal has again fulfilled its historic role: for it has been the responsibility of its Ruler as the Chancellor of the Chamber of Princes and as a leading figure at the various sessions of the Round Table Conferences in London to work out with other Princes the methods whereby the State governments maintaining intact their sovereignty and independence, may be integrated into a living, organic relationship within the framework of an All-India Federal polity.

CHAPTER III.

THE SPIRIT AND SYSTEM OF PUBLIC ORDER.

Accepted traditional form of Government in Bhopal. Position of Ruler. Source of Law and Justice. Right of veto.

Unlimited monarchy is the accepted traditional form of government in Bhopal and is based upon the theory that nothing can be done contrary to the Ruler's will. He is the source of all law : in his name justice is rendered ; he appoints all the high functionaries of the government ; to him belongs the right of veto and so of deciding upon the law and its promulgation.

Limitations. Old usages. Tradition. Singular institutions. Original agreement. Limited privilege in the selection of the chief.

But this general theory must not be understood to imply that the Government of Bhopal is the mere arbitrary exercise of unlimited prerogative in an organisation under personal rule. In actual operation, the absolute rule is subject to limitations imposed by old usages and the traditions of the past. " The Murajee Khel Pathans of Bhopal have," writes Sir John Malcolm in his Memoir of Central India, " some singular institutions which arose out of their original agreement to maintain the habits and laws of their society, such as they existed in Afghanistan. It is from this patriarchal form of government that they claim a limited privilege in the selection of their chief, to whom, however, they deny the right of interfering in the jurisdiction of their respective families. The right of Afghans and other tribes in this particular is invariably limited by usage. They must choose a member of the Royal family ; and the Murajee Khel chiefs of Bhopal appear to have always adhered as closely to the hereditary succession as attention to the general safety during a state of anarchy and continual warfare would admit."

Characteristics of Ruler's position.

Under this system, the Ruler or the Chief was first of all a gentleman, *primus interpares*, a head amongst compeers, and the First Citizen of the State strictly bound to observe the decorum of manners and abide by the consensus of public opinion. The principle of this traditional position of the Ruler has always been maintained in Bhopal ; and at the present day, as two centuries before, the Rulers of Bhopal are notable for their unassuming manners, their dispassionate attention to points of debate, easy tolerance for difference of opinion, respect for the prejudices of different factions, patience of contradiction, clear judgment and prompt action where the necessities of the situation require bold initiative.

Principles maintained. Addresses to Legislative Council.

Although in its later stages, the position of the Ruler was stabilised under the hereditary form, the influence of tradition has maintained the standards and principles of conduct which characterised the institution in its early origins. These formed again a subject of comment by the present Ruler in a series of addresses to the Bhopal Legislative Council, in the course of which His Highness reiterated the concepts of right and duty inherent in the position of a Ruler. He pointed

out that "the institution of monarchy was a sacred trust and the sovereignty therein inherent was justified by its fulfilment; that it functions as a central authority essential to the maintenance of law and order and the direction of human activities along right lines; and that the tie binding the subject to the Ruler is a paternal tie, which enjoins on the latter the duties of justice and protection. The institution confers on the Ruler a divine right, but it is not a divine right to misrule and the relationship which it creates implies a nexus of mutual rights and duties."

A sacred trust. Justification of Sovereignty.

Nexus of mutual rights and duties.

The regulation of succession to the throne of Bhopal was throughout its early history a question inherent in the internal sovereignty of the State. Some successions in the past were complicated by the influence of the Afghan nobility, but generally the succession of the eldest son was the usual, but by no means the universal rule. Later, however, after the Treaty of 1818 the right of female heirs to rule in their own right was recognised, and Bhopal saw the rule of a series of great lady rulers, whose title was justified by their achievements in the sphere of public administration. A further important question was settled by the definite recognition of the applicability in certain circumstances of the principles of Islamic law to the rule of succession. Gradually the position has crystallised and was summed up by Lord Irwin in a speech at a State banquet (March 1927) in which he made the following observations:—

Succession to Throne.

Applicability of the principles of Islamic law.

> "It is indeed quite possible", said His Excellency, "that Bhopal will come again under a woman's rule in the person of your Highness' daughter for the Government of India have agreed that the succession is to pass to heirs of your body. There has been so much uncertainty as to the rule of succession in Bhopal that it may not be inopportune if I here state three important principles which I conceive to be applicable. A son takes precedence of all daughters. Among sons the eldest succeeds and among daughters, too, the eldest succeeds."

In the Government of the State, the form of the organisation responsible for the conduct of affairs in Bhopal has varied at different periods. In the earliest stage, the city was divided into wards under the rule of different clans of the Afghan nobility; the revenues were collected under the farming system, the Amils and the local functionaries being permitted a free hand in the internal management of the rural areas, where an organisation similar to the system of the Moghul rule was in force.

Government.

Early stages.

The *vizirate* or the institution of the premiership remained the main pivot of authority, until Her Highness the Nawab Sikander Jahan Begum laid the foundation of a different order, under which the functions of the premiership were bifurcated and placed in the charge of two ministers directly responsible to the Ruler.

Vizirate or Premiership.

Bifurcation of functions.

Regulation of State.

Since 1926, when His Highness the present Ruler ascended the throne, the Government of Bhopal has been based upon a regulation of state under which certain powers and functions are formally entrusted to a Council of Ministers to be exercised by virtue of this delegated authority under the supervision of the Ruler and in his name. To each Minister who is styled a Member, certain responsibilities are entrusted for a subject or subjects under which are classified departments dealing with the various aspects of State administration.

Departments of public administration.

These subjects are usually grouped into certain categories representing (1) Political Relations; (2) Revenue, including agriculture, rural hygiene, forests and meteorology; (3) Law and Justice; (4) Medicine and Public Health; (5) Local Self-government; (6) Education; (7) Finance; (8) Customs and Excise; (9) Public Works; (10) Commerce and Industries, Labour; and (11) General Administration.

Portfolios.

This classification which omits reference to a number of minor subjects forms a basis for the defined, but variable charges of different ministries, separately responsible for the administration of departments connected with the subjects of their charge. Jointly, they constitute the Executive Council: the main body responsible for the administration of the State in the charges specifically entrusted to them under special Letters of Command.

Co-ordination.

To the functions of the collective and individual responsibility of the Executive Council and Ministers respectively which constitute the basic principles in the organisation of this body, the principal organ of executive authority, the personal supervision of the Ruler contributes the element of co-ordination, which interrelates the activities of the various departments in the service of public welfare. His Highness does not form part of the Executive Council: he operates as the supreme executive authority actingwithin limits of the constitutionlargely prescribed by tradition and by the well recognised principles of benevolent, if absolute, rule.

Legislative Council.

Closely associated with this organisation and acting in unison with it is the Legislative Council, inaugurated in 1927, the second year of the present reign. Its constitution provides a basis for the representation of the most important aspects of public life. The urban section represents the lawyers and the intelligentsia, the rural the class of agriculturists; while its panel of special interests is designed to represent, on the one hand, commerce and on the other, the important class of peasant land-holders. This Council brings to the Government in their most direct form the needs of the people; its scope of interpellation subjects the action of the executive to public scrutiny; its right to discuss the budget gives it a power to express its views on the question of finance: above all, its right to initiate and deliberate upon public bills associates the people with a most important aspect of State activity.

A distinction is formally observed between the laws and other sovereign acts which are not all laws ; but those only are the laws which have been promulgated under the recognised procedure which controls the enactment of the laws, that is after a discussion in the Council. The Legislative Council, however, performs a function wholly consultative. It does not itself decide any question. It merely gives its opinion as to any matter submitted to the Sovereign. And here as in the Executive Council, the opinions are unanimous or by a majority of the votes, but whichever way it is, the result is not binding upon the Ruler, who after hearing, or taking into consideration the opinion of the Council takes a resolution according to the majority or minority opinion or one according to his own personal ideas. **All sovereign acts are not laws.**

The right of initiative in legislation belongs to the public representatives of the Legislative Council and the Government brings before it the discussion of legislative questions undertaken on its behalf, but legislative initiative does not belong to the ministers. They must have His Highness' authority to bring before the Legislative Council any projected legislation. Similarly, the Executive Council has no initiative in this matter: it can discuss projects only when laid before it either under the permission of His Highness or when a bill is initiated by a member of the Legislative Council. **Right of initiative in legislation.**

In case of the Government bills the usual procedure is that the discussion first takes place in the Department which acts as the Commission of Preparation, then in a general meeting of the Executive Council which includes all the ministers. The conclusion reached by that Council is submitted to the Legislative Council and thence to His Highness under the Memoirs of the Council. After the Ruler's assent the bill becomes law and comes into force from that or such other time as may be therein defined. **Government bills.**

In the case of the regular acts of legislation certain definite forms are known and practised while in the case of emergent laws, ordinances are issued under a decree of the Ruler signed by him. In special cases, the Ruler, in addition to the formalities already stated, makes a proclamation to his subjects in which he explains the motives which led him to take such action. **Forms of legislation. Emergent Laws. Proclamation.**

In other matters the Ruler's will is expressed in various forms, according to whether it is the majority or minority opinion of the Executive Council which he adopts. If the Ruler confirms the majority opinion, he indicates it merely by the word " Approved " or by a statement of the decision reached by the Ruler signed by the President of the Council. In the opposite case, the sovereign will is expressed either by an act signed by the Ruler or by an oral order of the Ruler declared to a minister o r the Council by the President. **Expression of Sovereign will in other matters.**

Peasants' Assembly.

Parallel to the Bhopal Legislative Council, a new body was constituted on the 14th August 1929, under a special Farman of His Highness to represent at each tahsil, the interests of agriculture in that division. The basis of representation is purely elective and it is intended primarily to put the Government in direct touch with the needs and affairs of the major part of the population still scattered over villages in different parts of the State.

Rural communes.

A third institution is now in process of organisation. This is the extensive network of the rural communes known as the Panchayats which brings into existence yet another organ of authority equipped with powers of self-government to deal with the affairs of the village considered as an important unit of the general administrative system. The present allocation of powers is confined to the supervision of sanitary arrangements, exercise of certain judicial powers, and general control of public utilities.

Main function.

Group orientation.

This system obviates the interference of the officials of the Police and the Revenue in the petty affairs of the village; it mobilises public interest; and enlists it in the active service of public welfare. But it will be in its formal affiliations with the Patels' Assembly, that is the Council of Peasants, that the system of the Panchayats will realise its true function in a wider group orientation. As feeder and the background of the Patels' Assembly the village will at length exert its influence as the main pivot of the functional life of the State.

Specia access system.

Under the Parwanagi khas, that is the Special Access System, the Ruler of Bhopal nominates annually a number of prominent citizens to enjoy during a given year the right of direct audience with their Sovereign to represent to him personally and in confidence any complaint or any public cause which they might think it fit to bring to his direct notice. Such persons who are chosen to represent different shades of public opinion and interest are entitled to free access to the Sovereign and are usually admitted to immediate audience.

Contacts with public sentiment.

In these institutions, His Highness' policy makes a contact at first-hand with the sentiment of his people. They are, moreover, intended to operate as an important element in the machinery of checks and balances whereby the higher executive controls the lower organisation, by putting the chief authority in touch with the needs and grievances of the people; and thus they combine in equipoise with the spirit and traditions of benevolent administration to make the Government of Bhopal an institution of public service in marked degree responsive to public sentiment.

Ruler's position.

Above all these institutions, above all parties and above all personal motives, the Ruler occupies a peculiar place and has no other interest than that of maintaining the order and liberty equally for all. The lofty position which he holds inspires him with an ardent desire for peace. His place, one might say, is above

human passions, and the *chef d'oeuvre* of the political organisation consists precisely in this, that amid the discords and above them there is created an inviolable sphere of peace, of grandeur and of impartiality, which permits all quarrels to end of themselves or else stops them in time by legal means. If the danger is caused by the ministers, the Ruler has the right to dismiss them; and against injustice perpetrated by the judiciary he may interpose his power of pardon.

Division of powers.

The most important aspect of the public administration of Bhopal is its adoption of the principle of division of powers, under which the Judicial system has been separated from the executive. Both these aspects of power are separately embodied, that is exercised by different groups. The Council of State, the chief organ of executive authority is confined to the supervision of administrative functions of control and direction of policy; while the Judiciary, organised in its gradation of lower courts culminates in an independent High Court and a Supreme Judicial Council.

Demarcation of powers in rural areas.

This demarcation of spheres is represented by the existence, throughout the rural areas, of separate courts for the adjudication of civil and criminal cases, while the powers of the revenue courts are confined to the realisation of revenue and control of subjects strictly within their specific charge.

Three distinct functions.

Thus, there are three important agencies—independent of each other—exercising three distinct functions in the Government of Bhopal: the Bhopal Legislative Council deliberates and also initiates legislation: the Council of State executes policy: while justice is administered by the Courts and the Judicial Council.

Conditions of public life.

The most conspicuous feature of the conditions of public life in Bhopal is the importance assigned to the rule of law. In the first place, there are regular laws to cover almost all the needs of public life, thus securing the citizen from subjection of arbitrary power; secondly, the Government is subject to the laws it makes: there are no exceptions affecting the ordinary process of law in the equal amenability of all persons without regard to " status, birth or social privilege, " to the jurisdiction of the courts; thirdly, there are no " formal " or " substantial " discriminations preventing equal access of all persons to legal redress.

Persona freedom.

The right to personal freedom is secured by the Habeas Corpus Act which ensures that no person can be deprived of his personal liberty save in conformity with justice and in due process of established law.

Freedom of discussion.

Right to hold public meetings.

Until recently, no restrictions had ever been imposed on the right of free discussion, or of holding public meetings. But for the past few years the State has been obliged to impose some check upon riotous indulgence in irresponsible slander and upon the efforts deliberately undertaken by external agencies to foment unrest and excite feelings of communal hatred.

Press Act.

In 1934, the public was faced by a scurrilous campaign of personal slander, blackmail, and defamation at the hands of a small clique which thus sought to terrorise the private citizens and bring the Government into hatred and contempt. When license had become intolerable, the Government decided as a result of public representations, to regulate the activities of the press by a law which conforms, in its main provisions, to the Press Law in British Indian Provinces; but which differs from that law in the lower amounts of security prescribed and in the provision that no security before publication is demanded in cases where the paper is printed and published in the State.

Public Meetings.

The right to hold public meetings has always been equally well-recognised. No restrictions were imposed on it until lately, when it became gravely abused. Meetings were held contrary to orders and in conditions likely to provoke a breach of peace. The determining principle in the regulation of this right has been the paramount interest of peace.

Freedom of religious worship.

The right to liberty of worship and religious belief is fully recognised. The law of the State not only permits the right of proselytism, but annuls every regulation of Hindu or Mohamedan law which could penalise on account of any change of convictions the individual right to property or any civic amenity to which by the law of his citizenship a convert is entitled.

Right of association.

No restrictions are imposed on public right to form free associations, and the law accords in the special case of societies for the propagation of knowledge and science, facilities for their registration in order to give them a formal corporate personality.

Thus in the organisation of the Government, Bhopal not only combines the professional with the representative element, but, its system of justice, with its scheme of laws, covering almost every need of civilised life, guarantees the civil liberties of the people and the Fundamental Rights of citizenship.

CHAPTER IV.

GENERAL CONDITIONS OF PUBLIC WELFARE.

Steady level of progress.

In the general conditions of public welfare, Bhopal maintained during the year under survey, a steady level of progress. The general appreciation of the new industrial era ushered in by the establishment of new factories and the steps taken by the Government to meet the acute problem of unemployment was reflected in the tranquillity which characterised the general trend of life in the State.

Hindu Conference.

The only event of any note was, as has already been noticed, the attempt made by a faction of malcontents to stage in the form of a Hindu Conference, a demonstration of civil resistance against constituted authority. But it was a mere ripple on the placid surface : it came and passed, hardly leaving a trace behind. The movement failed because it was in the main a mushroom breed arising from causes foreign to internal facts : it failed because it had no background in the conscience of the people and because it did not touch the vital issues facing the life of the people in the State. Its allegations of tyrannies and hardships were felt to be unknown to fact and were palpably false. All it did was to sow a feeling of distrust between the communities and provoke reactions of all-India importance. It was generally believed and frankly stated in a section of the press that such events born of communal passion were a prelude to designs of a purely political character in a programme of concerted action sponsored by the external organisations against the States.

Reasons of failure.

Effect.

General belief.

Exploitation of youth.

As in the preceding year, this faction endeavoured to find in the question of unemployment a ready pretext for the exploitation of local youth whom it naturally attracted by its slogans professing to interpret their aspirations. This, again, failed due partly to the measures taken by the Government to compensate, as far as possible, the *ex-mustajirs* who had enjoyed an important position under the old system as a landed gentry ; to find for the local youth fresh avenues of employment in the new industries which were in course of construction ; and grant through discriminate distribution of pensions, allowances, and stipends a widely planned relief to a large number of old or destitute men otherwise unable to find a means of livelihood. These grants which are carefully graded are intended to supplement the earning prospects of the grantees and are usually awarded to the families or individuals of the middle classes the hardest affected by unemployment. For in the field of labour and other professions, the supply is outrun by the demand ; and particularly in agriculture and domestic services the local need has to be replenished from external importation of labour of which the lack proves in this State an impeding factor in the organisation of productive activities. These arrangements are

Labour.

part of the scheme to meet the wider problem of old age insurance and support of indigent citizens, which in consequence of the limitations of public finance, can only be partially assisted by the State.

Beggary.

This outlook is responsible for the attitude of the State towards the question of beggary which is prohibited by the law of the State. As an accessory to the enforcement of this law, the Government have established since 1930 a " Charity Home " where destitute or aged persons who are unable to take care of themselves are lodged and provided food and clothes at the expense of the State. Here admission is given to the crippled, dumb, feeble and old people who are unable to earn a livelihood.

Institution unpopular.

But the institution is not popular with the class for which it is primarily intended ; the restrictions of residence do not commend themselves to persons accustomed to the license of a free and often criminal life ; only a few genuinely destitute people adapt themselves to the mode of life ; and since there are few able-bodied men in the Home, the State has not been able to undertake any large scheme to teach them any arts or professions.

Nuisance of professional beggars.

For the same reason, the institution has so far failed to meet the nuisance of professional, itinerant beggars who happen to visit Bhopal in the course of their wanderings. They constitute a continental fraternity born in religious usage, whom every one among the public considers it a merit to serve and placate. They include thieves and swindlers and sharpers of almost every class, despoiling the people in every walk of life and make it extremely difficult to distinguish between genuine distress and faked hardship. No fewer than 30,000 of such persons have come under observation during the year now under survey. Of them, a large number was assisted by the State to return to their homes at Government expense ; while during the same period, the Hindu Sadabarat, maintained by the State, granted minor aids to no fewer than 25,554 persons.

Fund of Charities.

A " Fund of Charities " is also maintained by the State to make provision for similar aids under the administration of public Committees. The objects of expenditure are to make grants to help the marriage of poor destitute girls, the feeding of the poor, daily distribution of grain to needy people, special grants to assist travellers, pilgrimage, advances to poor people to settle their debts, subsidies for purchase of books to deserving students, and assistance generally for purposes of charity. The disbursements are made by a public Committee acting under information furnished by those in contact with the locality to which the applicants belong. The disbursements of the Committee during the year under survey amounted to over Rs. 30,000.

Destitute orphans.

Similarly, in accordance with the State's view of its responsibility for the protection and maintenance of destitute orphans, His Highness the Ruler is the

guardian of these unfortunates within the realm. Unclaimed children go to the Infants' Home, which also maintains children entrusted to it by destitute parents, while orphans are maintained at Orphanages under the control of the Government. Here, however, in deference to the interests of different communities, the State is obliged to duplicate its institutions on the basis of a recognition of separate interests in the case of different communities.

Shahjehani Orphanage and Hindu Anathalaya.

The Shahjehani Orphanage is intended for Muslim children, while Hindu children are maintained at the Hindu Anathalaya under Hindu management. Here the children are initiated in the three R's and different professions including carpentry, tailoring, weaving, etc., to enable the orphans to adopt a professional life at the close of their tutelage. Their curricula also embrace a regular course of physical training suitably graded according to the ages of the children.

Other public utilities.

Another aspect of social service relating to the most important amenities of communal life is connected with the administration of certain public utilities under State control. To it belong the maintenance of religious places of worship and administration of charities and public endowments, in charge of a committee constituted under the State law relating to charities and public trusts.

Ecclesiastical Committee.

An Ecclesiastical Committee appointed by the Government supervises the maintenance of the mosques and the services of the congregation. They conduct examinations for the appointment of the Muezzins who sound the call to prayer, and the Imams, who lead the prayers in mosques; and they are also responsible for the periodical examination of the Registers of Marriage in both the city and the rural parts of the State.

Public Endowments.

The total revenue derived from the Muslim Public Endowments during the year under review amounted to Rs. 26,530 as against Rs. 25,186 in the previous year, recording an increase which is due to profitable investment of funds for the public benefit. The total expenditure for the period amounted to Rs. 12,188.

Temples.

The places of worship belonging to other communities including the Hindus, which are incomparably larger in number, are managed by a Hindu Public Committee under the general control and supervision of the Government. Hitherto they are not rich in their endowments, and the maintenance of the temples and the execution of repairs is to the extent of the deficit a charge on public revenues. Quite a large number are maintained at the cost of free grants of land in the villages: there being also permanent State endowments, as for example, the Jagir of the Mahant of Bhojpur and other grants in different parts of the State.

Hindu Endowments.

The administration of the Hindu endowments under the State Dharma Shastri is managed by public committees, which help to economise the cost of management.

Control of public trusts.

In the case of these as well as that of the Muslim endowments, a stricter control was introduced by the enforcement of the Bhopal law relating to the control of public trusts. Under its provisions all such trusts are required to be registered. Once registered, their administration is subjected to official control, which makes the trustees responsible for the implementation of the terms of the trust. Two committees were constituted during the year under survey to undertake the functions of control assumed by the State under the law. On its initiative, fourteen trusts were registered and the trustees concerned were called upon to submit statements of account which were duly received and placed under audit at the close of the year under review.

General conditions.

As regards the general moral conditions of the people, it may here be noted that Bhopal was one of the first places in India to attempt the experiment of prohibition in the interest of the moral welfare of the people ; and for a time, the entire State went dry. But in consequence of large-scale smuggling from other places along its borders as well as clandestine distillation, it was found necessary to restore licensed consumption under State control subject to the general principle of " maximum revenues with minimum consumption." There is one shop to every 32·7 miles of territory, and the annual consumption of liquor comes up to ·03 gallons per head of the population. In the year under survey, the total consumption of liquor amounted to 21,150 proof gallons, or about 1,787 gallons more than the consumption of the last year, which increase was due to concession in retail sales allowed this year to check border distilleries catering for custom within the State.

Consumption of liquor.

Intoxicating Drugs.

There was also a small increase in the consumption of the intoxicating drugs of *ganja*, *bhang*, and *charas*, of which 475, 236, and 301·6 seers were consumed during the year as against 445, 225, and 286 seers respectively during the previous year. The prices of *ganja*, *bhang* and *charas* remained, as during the last year, at Rs. 30, 10 and 120 per seer respectively.

Control of foodstuffs.

Conditions of Sanitation and General Municipal Health.

In sanitation and control of general housing and recreational conditions, the interests of civic life are served by the Bhopal Municipality, a corporation of elected and nominated members, formally known as the Bhopal Municipal Board. This body which consists of twenty members with a non-official chairman is invested with powers of control under Act III of 1916, which enacts the law relating to the constitution of municipalities in Bhopal. The Board acts through a number of committees dealing with different sections of municipal administration under the heads of Finance, Municipal lands, Public Health, Engineering and Water Works.

Area, Population, Houses, Roads.

The city area under municipal administration is 13 square miles, consisting of three divisions, further sub-divided into fifteen wards, with 61,037 inhabitants housed in 13,788 dwellings and a network of roads in the city totalling about 68 miles.

The site of the present city of Bhopal picturesquely located on the fringe of a great lake, with variegated strata of rock rising tier upon tier, and a perpetual play of sparkling light and shadow over water, trees and rock, provides an ideal site for town-planning on the most scientific lines. But the heritage of the past, with incongruities arising from the indiscriminate location of structures which mar nature's beauty and ignore the conditions of health, needs modifications so extensive that no mere control of new construction suffices without a replanning of what already exists. **Present City of Bhopal.**

New plans have now been put in hand for the old quarters: while schemes are being pushed ahead to control the structure of new habitations; and the enforcement of the new orders will, it is expected, lead to a proper and adequate utilization of the advantages of nature in the reconstruction of the locality on scientific lines. **New, Civic Planning.**

One of the present difficulties is the absence of a complete drainage system, which though advanced in many parts of the city is still incomplete in others: the old habit of building on rock, which makes it generally unnecessary to raise the level of the first floor; the recurrence of different levels in the same area, owing to the abrupt declivities and elevations, and the lack of realisation by the public of the necessities of healthy housing conditions, all combine to present problems to the Department of Public Health. This Department, by its work and propaganda, is enforcing new standards, building up soakage pits, and providing passages for water wherever that is possible. The pits which could constitute breeding grounds for malaria are being reclaimed; unmetalled roads are being cleared of foliage and houses which are unclaimed or in a ruinous condition are being extensively demolished. **Drainage.**

For this work and for the general supervision of sanitation in the city area, the Department of Public Health, under the supervision of a Health Officer is responsible to the Municipal Board in charge of the administration of this branch of its activity. The staff under him deals not only with the general health of the city, but also supervises every activity connected with the preservation of health interests. **Organisation of Health.**

Its function also includes the inspection of articles of food, sweetmeats, fruits, and other objects of edible consumption in the city. During the year under survey, it supervised the maintenance of sanitary conditions of production in the flour mills and soda factories. It destroyed quantities of unhealthy articles stocked in several places. Among these, the highest toll was taken of milk and curd, of which large quantities were destroyed in the course of the year. **Control of foodstuffs.**

Slaughtered animals are similarly first inspected by a Veterinary surgeon at the slaughter-house, and meat is sold under licenses issued by the Department of **Meats.**

Public Health. As a result of strict control introduced during the previous year, better stuff was presented at the slaughter house during the year under survey, and the cases of rejection did not exceed 796 as against 2,033 such cases in that year.

Epidemics. Thanks to the preventive measures adopted by the Department, the city was free from epidemics. Cholera which had been raging for sometime in the rural parts of the State adjoining the Central Provinces of British India, did not affect Bhopal. The city was thoroughly cleaned: disinfection of both the houses and public wells was carried out on an extensive scale: arrangements were made to keep watch on motor lorries to check the importation of the epidemic in the city; and a special hospital was established in the Public Garden to deal with imported cases, of which six only came to the notice of the Department. Of these cases three proved fatal, while three recovered as a result of the treatment administered. Apart from these plans, improvised to deal with the menace of epidemics, the usual sanitary precautions were maintained in the city. The Department made further progress with campaign against rats and mice. A strict control was maintained to prevent the contamination of waters caused by the bathing and washing use of the Great Lake which feeds the reservoirs of water supply throughout the city.

Child and maternity welfare. A number of midwives and lady Health Visitors under the Department are in charge of the work of Child and Maternity Welfare in the city. Since January, 1936, the organisation has been placed under the supervision of an executive committee to carry on its administration under the immediate control of Lady Bhore who is also its Secretary. These midwives and lady Health Visitors are its main agents for inculcating sound hygienic principles into the minds of women of whom a vast majority are still illiterate. Every case of delivery in the city is attended by these Health Visitors who give instruction for proper care. The total visits in the year under review numbered 2,806 as against 3,111 in the previous year, on an average of 8.2 cases per diem.

Other duties. Among other duties entrusted to the Department may be mentioned that of keeping streets clean; of checking stray cattle to preserve the freedom of highways from obstruction to traffic; of taking over deserted lands, ultimately either to sell them or make use of them for amenity purposes. The Corporation has organised for this purpose a *nuzul* or Lands Accession Branch under an officer subordinate to the Board. Under its organisation, 144 plots of land were let on hires, 3 were retroceded and 30 were sold under public auction in the year under review as against 137, 3 and 13 respectively in the previous year.

Public conveyances and vehicles. To this branch is also entrusted the control of public conveyances and vehicles plying for hire. It registered 641 tongas and other carriages besides about 2,152

cycles during the year under survey and dealt with 292 cases of contravention by public vehicles of rules under the Municipal law as against 1,233 of the previous year. There is a phenomenal fall in these cases which must be attributed to the introduction of a strict control of traffic.

Engineering Branch. Maintenance of Roads.

An Engineering branch of the Municipal administration is in charge of the work of maintaining the roads of the city and other internal means of communication. Under its annual programme of construction, during the year under survey, it carried out the necessary repairs to public roads and Municipal buildings, asphalted the older streets, and laid pavements in the by-lanes. It is also responsible for the water supply of the city which is fed from three pumping stations situated at the Yacht Club, Kerbala, and at the Pukka Pul where water is chlorinated under expert guidance; and twice every year the reservoirs are regularly cleansed.

Water supply.

Internal supply.

For the internal distribution of water, Bhopal has an extensive system of taps owned by the Municipal Board. Of these, 3,095 were repaired during the year under survey as against 2,866 during the previous year. The new installations numbered 49; and the total quantities of water pumped for public use amounted to 629 million gallons of water, that is about 28 gallons per head of the urban population per diem.

Fire Brigade

The Engineering Branch of Municipal administration holds charge of the Fire Brigade which during the year under survey had to be sent out to deal with 24 cases of fire in the city. The situation was in each case successfully coped with and fires were effectively brought under control.

Electric Supply.

The energy for light in the capital town, in houses and on public roads, is furnished by the Bhopal Electric Supply, which conducts its business as a public utility company under the guidance and control of the Government. It had its origin in fairly modest beginnings, but has now grown into an important concern, particularly since 1935, when it was reorganised as a separate charge under the supervision of the Department of Commerce and Industries. During the year under survey, it generated 2,308,210 units, that is 123,560 more than those during the previous year; there is still scope for expansion; and the company, with its sound finances and strong management, is rendering useful service both to the State and the public. Light in narrow alleys and less frequented quarters was furnished by kerosine lanterns for which the Municipal Board maintain their separate arrangements.

Reading Room and Library.

Apart from this work, the Municipal Board have under management a Reading Room with a public library at which current literature in the form of books, newspapers and periodicals is made available to the public at large. The institution is highly popular; it has awakened the interest of the public; and both in evenings and mornings, the place is frequented by a large number of persons who attend

it regularly to avail themselves of the opportunities for instruction thus placed at their disposal. Arrangements were made in the period under survey to open a Special Branch to make available to ladies in their homes a special type of literature besides a number of periodicals and magazines which were regularly circulated.

Civic Amenities.

The Municipal Board also control civic amenities in the form of parks and public gardens specially maintained for the recreation of the public. Most of these parks have been planted at principal centres of social resort, and along the banks of the lakes in places of natural beauty.

Municipal Finance.

The work of the Municipality has in the past been handicapped by the limitations of finance. But substantial accretions are promised by the new octroi which the Corporation will be able to levy under the rules which establish the new Mandi of Abidabad. The present resources of the Municipality consist partly of revenues derived from local taxation and partly from a grant annually made by the State from public funds. The main heads of taxation are trades and professions, house-tax, tax on animals, *tih-bazari* that is, the daily nominal rent of road-side land occupied by petty vendors, the tax on vehicles plying for hire within the Municipal limits, house-rents, the contracts for sanhemp, produce of trees, taxes on motor vehicles, sale of lands, gardens, and miscellaneous sources such as cycle tax, fines, etc. With these resources at their disposal, the Corporation forecasted for the year under survey a budget expenditure of Rs. 2·21 lacs, of which no less than Rs. 1·30 lacs were borne by the Government.

General health in city area.

The condition of general health in the city as revealed from the record of vital statistics in the year under survey was highly satisfactory. The births numbered 2,806, as against 374 deaths, of which the largest number was due to fever which claimed no less than 152 victims. Next in order come deaths due to respiratory diseases (48), diarrhœa (24), pthisis (22) and dysentry (17), the rest comprise imported cases of cholera (3) and plague (1), besides those due to other miscellaneous causes.

Sehore Municipality.

Next to the Bhopal Municipality, a similar, though more limited organisation is responsible for the health and sanitation of the town of Sehore, once a British cantonment, but retroceded to the State in 1930. Its civic administration is a separate charge under a Special Officer who works under the direction of the Public Health Department. The Special Officer is invested with powers similar to those of an executive Officer under municipal administration.

Functions.

On a smaller scale, the institution carries on the same functions as the corporation of Bhopal. It supervises the sanitation of the town; it controls the slaughter-house; supervises foodstuffs, and manages parks and recreational resorts while

roads are maintained by the Department of Public Works. In view of the growing population of Sehore, due to the foundation of the Sugar Industry, the Government of His Highness have a plan under contemplation to extend to the town a scheme of local self-government under the Bhopal Municipal Act.

Other Municipal organisations.

The general problem of sanitation among the rural population—the main problem of the State—is very wide and hardly any real improvements can be expected until the Scheme of rural uplift now being gradually introduced, begins to take a shape. The evils which confront the administration are the result of ancient and firmly established, but un-hygienic ways of life, of the haphazard structure of the villages, and usual neglect of all considerations of health. The difficulty of rapid reform is complicated by economic causes and illiteracy ; but the Government have maintained a steady progress in the direction of improvement ; and the results hitherto achieved are already distinctly discernible. But in order to add emphasis to this vital need, the scheme of rural reconstruction now under consideration contemplates a wider scope of practical work in the villages which will demonstrate to the inhabitants in the rural areas the work and methods of sanitation. It will aid the precept by example and create a psychology which will make the people 'hygienic-minded'. A further stimulus to this work will, no doubt, be given by the village Panchayats which, it may be hoped, will inspire the villages with a new zeal in the administration of sanitary arrangements and in the improvement of the conditions of living.

In Raisen, Ghairatganj, Garhi, Begumganj, Silwāni, Bamhori, Udaipura, Deori, Bari, Bareli, Shāhaganj, and Gauharganj in the Eastern District and in Āshta, Berasia, Nasrullaganj, Mardānpur, Rehti and Jawar in the Western District, certain areas have been notified for the administration of sanitary arrangements under the supervision of Local Committees of Public Health and Hygiene, consisting of administrative officers and members elected by the Public.

Rural Water Supply.

Provision is being extensively made by the Department of Public Health to sink new wells and maintain the purity of water-supply in the interior. The work of tapping new sources of water-supply has been started in the Tahsil of Bari, where 28 wells were sunk and 30 repaired ; while in other parts of the State, 900 wells were cleansed or disinfected during the year under survey.

Vaccination.

Vaccination is compulsory in the Municipal area of the city of Bhopal. In the villages, where it is optional, the benefits of the safeguard are so well appreciated that about 20,000 children, representing about 84.78 per cent. of the babes born, were vaccinated in the course of the year under survey.

Epidemics.

Unfortunately again, in this year, the Eastern District of the State, which is contiguous to some of the endemic areas of plague in the Central Provinces, did not

Early sporadic cases of plague.

escape contagion. Early sporadic cases reported from Raisen, Begumganj, Gauharganj, Bareli, and Udaipura led to measures which prevented the spread of the epidemic. Over 4,000 persons were inoculated; and of the 598 attacks, 28 only proved fatal; while the rest recovered as a result of the treatment administered.

Cholera.

These areas were again affected by the outbreak in a virulent form in January 1938, of cholera in the trans-Narbada districts of the Central Provinces. The prompt measures then adopted staved off the danger till the middle of February, when the large number of cholera-infected corpses thrown into the Narbada and the lesser streams brought the new form of contagion to the State territory. The outbreak was unusually violent and had a rapid spread affecting within a short period the remotest parts of the State. No fewer than 9,260 attacks followed by 3,651 deaths were reported within a period of two months. To cope with this emergency, the entire resources of the Department were mobilised; and relief was extended to the remotest parts of the State. Cholera camps were established at different places; over a lakh of the inhabitants were inoculated; and all wells were disinfected and redisinfected. It was due to these prompt and adequate measures that out of the 9,260 attacks in the rural areas, only 3,651 proved fatal, while 5,609 persons recovered, and by the end of August, the State was declared to be free from danger.

Malaria.

Another danger to public health in the rural areas arises from the wide prevalence in an epidemic form of malaria. Of persons suffering from it, no fewer than 80,000 cases were treated in the dispensaries and Shifakhanas of the State during the year under survey.

The Government is alive to the dangers of this disease. To undertake measures for its eradication, Drs. Strickland and Roy of the Calcutta Tropical Medicine were invited to study the situation and suggest means of control. They drew up a scheme of which some proposals have already been adopted, while others are still engaging the attention of His Highness' Government.

Other aspects of health.

Apart from the conservation of these general conditions of public health there are certain other aspects of hygienic work under the direct control of the State. The functions of administration in this field are entrusted to different agencies partly official and partly public. The former include the Medical Department which deals with hospital work, the latter the Public Health Department under Municipal administration and the Department of Municipal Engineering which deal with the question of drainage and water-supply.

Medical Relief.

The administration of medical relief is divided into two sections working under a unified control: Allopathic and Unani, which are strongly organised and spread wide over the whole State. Of the former, the main nucleus is the Prince

of Wales' Hospital with its large up-to-date equipment to deal with both the medical and surgical aspects of treatment: it is the central institution on the allopathic side and is housed in a new red sandstone building with special Radiological, Dental and Anti-Rabic sections, a first-class X-Ray apparatus, a Pathological Laboratory, an opthalmic department, a spacious operation theatre equipped with most modern surgical appliances; and numerous well-appointed wards for indoor patients. Seven private wards are also attached to the hospital to accommodate private patients on terms of payment.

Other hospitals.

Other hospitals at the centre are the Lady Lansdowne Hospital, for the treatment of women, and equipped with the spacious and first-class Abida Maternity Ward, named after Princess Abida Sultan, the heiress-apparent, a Jail Hospital, the Station Hospital for the Army, besides three other allopathic dispensaries in the suburbs of the capital town. Nine other allopathic dispensaries are situated at important centres in the interior.

Treatment of sick cases in Allopathic Hospitals and Dispensaries.

The number of the sick treated in the allopathic hospitals and dispensaries during the year amounted to 347,672 including 6,693 indoor patients as against 340,860 patients in the previous year. The daily attendance, therefore, of indoor and outdoor patients averaged 266.24 and 2,852 .31 respectively.

General incidence of diseases.

The largest number of these patients was afflicted by fevers which claimed no less than 81,150 or more than 23 per cent. of the sick admitted for treatment. Next to these come the victims of the eye disease, which was treated in 32,741 cases. Among others the Diarrhoea (28,841), Respiratory diseases, (25,526), and injuries (22,993) lead with an average of 8.3, 7.3, and 6.6 per cent; nervous diseases (14,261), gout (9,307), and epidemics (2,897) account for 4.1, 2.6, and .83 per cent. respectively; while the rest, about 129,956 are cases due to all other causes.

Unani Shifakhanas.

The Unani side of the Department is represented by a Sadr Shifakhana at the centre with an Ayurvedic section and a network of 33 dispensaries in the suburbs of the Capital town and the rural area of the State. It constitutes the nucleus of a widespread relief, at once popular and more easily accessible. Each dispensary is in the charge of a competent *hakim* well-qualified in the theory and practice of Unani medicine. The patients treated on this side numbered 668,311 at an average of 1,830 patients per diem.

Lepers Home, Lunatic Asylum, Lady Hardinge Infant Home.

The Medical Department also controls the Lunatic Asylum which is attached to the Central Jail, the Lepers' Home at Sehore, and the Lady Hardinge Infant Home maintained under the supervision of the Lady Lansdowne Hospital.

Medical Council.

In order to stop the unlawful and dangerous practice of unqualified people passing as physicians or *hakims*, the Medical Registration Act has been enacted and put into force. By the registration of Medical practitioners academically

qualified to practise medicine, and confining to them the right to carry on the profession the Council excludes quacks and unqualified practitioners so often a danger to public health.

Education.

The other problem of national reconstruction which occupies the first place in the scheme of general development is education. It has always been, since the earliest times, an object of personal concern to the rulers of Bhopal. The first regular institutions in the State were established by Her Highness the Nawab Sikander Begum, who tried to solve the question of rural literacy by including it in a general programme of rural administration. The *pargana* was made the unit of educational organisation which controlled the institutions in the villages, teaching both Hindi and Urdu, under the direct supervision of district officers.

First regular institutions.

By the foundation of *muafis* or free grants of land for the payment of the teaching staff, Her Highness anticipated the line of policy which is now engaging the attention of reformers long after her day. This scheme inaugurated the basis of a free National endowment for rural education in the State.

City School.

In the capital town, she established a public school primarily to meet the needs of public service. Boys and little girls were admitted and given education after which the best students were nominated for posts in State administration.

Re-organisation.

Further steps were taken in the next reign to reorganise education on a more efficient basis. The City School was reorganised and arrangements were made for instruction in Arabic, Persian, Hindi and Urdu, each of which constituted a separate Department of Studies—with a large library to form the centre of its cultural life.

High Schools.

The English section, previously confined to studies of an elementary character, was raised to the status of a High School, and affiliated to the University of Calcutta in 1892. Several other institutions were founded during this period which made Bhopal famous for its cultivation of orientalia and a centre of learning renowned all over Asia.

Lack of popular response.

But extensive as were the facilities of education provided by these institutions they did not evoke sufficient response from the public. The system was defective; the humanities of classical Arabic and Persian learning were insufficient to meet the needs of the new era. A fresh effort was therefore necessary to introduce a system of education more adapted to the immediate requirements of the public.

Re-organisation.

To achieve this end, Her late Highness the Nawab Sultan Jehan Begum proceeded to work with missionary zeal: her aim was not only to found a new administrative order, but also to create an educated class as an instrument of her ambitions for her people.

She re-organised the elementary and secondary standards of Anglo-Vernacular education, as well as the institutions for instruction in Arabic and Persian languages which are still taught to the highest standard. To this she added accessory instruction in secular subjects to give them a special suitability to serve as a focus of national culture.

This plan still remains the basis of the present system of education. **Basis.**

In all these schools in the city and in the rural areas, there were 11,626 pupils under instruction during the year under survey. Of this number, the boys form 9·7 and girls 2·6 per cent. of the school age population in the city; while in the rural parts, the percentage of children under education is for obvious reasons considerably below that of the average in the city. **Pupils.**

For Anglo-Vernacular education, the State maintains three High Schools, the Alexandro-Jehangir, Shahjehani Model, and Sehore High Schools which provide instruction in secondary education. Of these institutions the first-named takes its name from the combination of the old Jehangir with the Alexandra High School, founded respectively to commemorate the names of the Nawab Jehangir Mohamed Khan and Queen Alexandra. The third—the Sehore High School—is the oldest educational institution of Central India. It was founded originally in 1835 to impart instruction in Persian, Urdu, Sanskrit and Hindi on the model of similar schools in the Bengal Presidency. Gradually, after 1858, English education was introduced under the new system and the school was affiliated to the University of Calcutta. **High Schools.**

In 1904, these schools were affiliated to the University of Allahabad under the Indian Universities Act by which the area of Central India was assigned to the jurisdiction of that University. Again, in recent years, in pursuance of changes under the recommendations of the Sadler Commission, all these three schools have been placed under the administration of the new Central India and Rajputana Board, which has now taken over charge of High School and Intermediate education. **Affiliation.**

During the year under survey, 1,493 pupils were under instruction in the High Schools; the results of examination in Matriculation were highly satisfactory; and almost everywhere, the attendance of students were satisfactory. The average cost of education came to Rs. 39 per pupil under High School instruction. **Pupils under instruction in High Schools.**

Apart from these institutions, the State maintains ten middle schools of which two are in the city and eight in the district and tahsil areas. The total number of pupils in all the middle schools during the year under survey was 1,876 and the cost per pupil in the city and the rural centres averaged respectively about Rs. 14 and Rs. 19. **Middle Schools.**

Ahmadiyya College. Several other institutions are maintained to impart education in special subjects. Amongst these the Dar-al-Ulum Ahmadiyya is a college teaching Arabic and other subjects of Islamic learning to the highest standard. Apart from instruction in its special curricula, the College also prepares its students for Oriental degree examinations in Arabic and Persian held by the University of Allahabad. The number of students in the College during the year under survey was 82 as against 78 in the previous year, at a cost of Rs. 94 per pupil. It has also a subsidiary section in the Ubaidiyya School, where instruction is given in the reading of the Quran, and a primary course of vernacular reading, writing and arithmetic.

Ubaidiyya School.

Sulaimania Anglo-Oriental School. To the same class belongs the Sulaimania Anglo-Oriental School making provision for instruction in the Quran, Persian, Urdu, Hindi, English and Drawing. It also prepares students for University Proficiency examinations in oriental subjects such as theology, Arabic and the Persian Classics.

Technical School. Besides a Technical School, where during the year under survey, 117 pupils were undergoing training in various arts and crafts, such as carpentry, smithy-work, cane-work, tailoring, etc., the State maintains a Normal Training School, with a Model section which has now been raised to the status of a High School. It was intended originally to serve as a groundwork of experiment in the application of modern methods of education. On the training side, two classes called the Junior and the Senior represent a syllabus of special subjects of rural education including agriculture. The Model School attached to the institution follows the courses of the Rajputana and Central India Board and teaches subjects prescribed for the Matriculation examination of that body.

Hostel. The students of the Normal Training School reside in a hostel maintained by the Government in the charge of the Headmaster of the Shahjehani Model High School, who is given free quarters to enable him to supervise the residential life of the institution.

Female education. To promote the cause of female education, the State maintains a number of special, exclusive institutions for girls, with female teachers in various parts of the State. Of these, the Sultania Girls' High School, founded by Her late Highness the Nawab Sultan Jahan Begum, is exclusively maintained for the education of girls. The State maintains a number of lorries in charge of Lady Conductors who are responsible for bringing them to schools and seeing them off safe to their homes when the school is over. The girls have their own playfields where they are drilled or otherwise physically exercised. They are also trained to learn sewing, cookery and other subjects of domestic culture. Upto the 8th standard, the School follows the course of study prescribed by the United Provinces Board of Anglo-Vernacular education, after which it adopts the curricula of the High School education laid down by the Central India and Rajputana Board. The number of girls in this

school during the year under survey was 301; the attendance averaged about 68 per cent. and general educational results in local and university tests were respectively 53 and 66 per cent.

Other Girls' Schools.

In other special schools maintained in the city for the education of girls, the pupils under instruction during the year under survey numbered 496, while in the 17 similar schools in the rural parts, the number was 470 with an average of 77 per cent. of attendance and 48 success in the results of the educational tests.

Aided Schools and denominational institutions.

Besides these schools directly maintained by the Government, there are six public schools, mainly of a denominational type, making provision for the education of different communities. These are the City Sanskrit Patshala, the Jain Digambhar Patshala, the Jain Svetambar Patshala, the Kanya Vidyalaya (Arya Mitrasabha), and the Sehore Kanya Patshala.

Primary institutions.

Primary schools are maintained in the city on a compulsory basis, but unfortunately the people have not yet learnt, despite every effort made by the Government, to appreciate in proper measure, the advantages of general education. Every persuasion and every pressure is being brought to bear upon the parents to send their children to school; a large number of coercive processes were issued during the year under survey, but success is still only partial, and much more is to be done by the public before a substantial advance can be achieved.

Enormous wastage is caused by the very large number of pupils who abandon education at the lower or upper primary standard. This thins the rolls in the upper classes; while the large number of admissions in the lower classes during the session concentrates in the infant classes pupils at different stages of progress.

Economic causes.

Another factor, which, here as in the rural areas, acts as a serious detriment to the progress of education, is the economic condition of the masses, which lies behind their apathy in availing themselves of the facilities provided for enlightenment. The school-going boy is an economic asset to the family: he supplements by his contribution in labour and earnings the income of the family. Primary education is thus neglected and due to lack of public interest, it is not often profitable to open new institutions.

Demand of secondary education.

For secondary education, on the other hand, the demand continues to be wide and persistent. By its liberal scholarships for the cultivation both of arts and professions, the Government is doing its best to encourage collegiate and university education. But an extension of such institutions for the promotion of a literary type of education in Bhopal itself seems to be inadvisable, not only in the light of experience in other parts of India, but also from the point of view of the true needs of education in the State.

What, in fact, is needed is the institution of a new system, designed for the purposes of mass education. In order to make the best possible use of present resources, a scheme of education based on vocational training, and framed with special reference to the programme of rural uplift and the regeneration of the Harijans and the aboriginal races, is now under the consideration of His Highness' Government.

Moral instruction.

A feature of the modern system of education in Bhopal is the provision in different classes of regular courses in moral and civic instruction, which aim at inculcating in the student, at his most impressionable age, certain ideals of character and more broadly still to initiate him in the knowledge of the common virtues and duties of civic life.

Physical training: games.

Special attention is also given to physical exercise. The Government have devised special arrangements to inspect the health of students and maintain a periodical record of growth, weight, etc. All games are played and encouraged by the award of prizes and trophies in tournaments. The scouting movement is also firmly established and great interest is being taken by school boys in this aspect of education. The usual activities of scouting were pursued throughout the year with regular programmes of work in both the field and the camp.

Special institutions.

A reference may also be made here to certain special organisations aimed to aid the institutional equipment of the various Departments of the State. Of these the Police Training School has already been noticed. The Ecclesiastical Committee holds its own examinations and grants certificates to candidates preparing to enter the service of the Religious Department. The Forest Department also maintains classes to instruct its agents in the administration of rural services in the forest. The Lady Lansdowne Hospital maintains the Lady Minto Nursing School to educate the native dais in the work of nursing.

Tibbiyya Asafiyya College.

The Medical Department maintains the Tibbiyya Asafiyya College to teach the Unani system of medicine which is taught in Arabic, Persian and Urdu, in combination with the western materia medica, anatomy and elementary surgery. Botany has been taught on modern lines since 1928-29, when the curriculum of this institution was brought to the standard of the Tibbiyya and the Ayur-Vedic College of Delhi in Indian Medicine, while in the study of western methods the works prescribed represent approximately the same course of studies as is available in the Agra Medical College.

The internal management and supervision of the Tibbiyya Asafiyya College are in the hands of an Executive Committee under the Chief Medical Officer in charge of the Unani Dispensaries.

As part of the cultural equipment of the State mention must be made of the Hamidia Library founded during the last reign from the books in the old State collection which formed the nucleus of the present Institution. About 16,000 volumes are housed in a building specially erected for this purpose. Of these works 7,267 belong to the Orientalia, others are works in European languages, besides 1,904 Mss. and rare publications, arranged on the basis of the Dewey Decimal system. **Cultural equipment. Hamidia Library.**

Other libraries are housed in the Municipal Reading Room and other collections maintained by the public in other parts of the city. **Other Libraries.**

A public library in Sehore to which the Government makes an annual contribution is managed by a local Public Committee. Here arrangements are made to provide the reading public with light literature including periodicals, magazines and newspapers. Its new building has been provided with a small park to add to the beauty and utility of this public resort. **Sehore Public Library.**

Besides the control of these institutions, the Government maintains an Archæological Department to conserve and keep in repair the historical monuments found within the State. First in importance among these are the monuments of Sanchi, transmitted from the age of Buddhist Imperialism and representing in the variety of their achievements in sculpture and art a most formative era in the annals of Indian art. The monuments were first restored and new finds unearthed in the course of excavation spread over a period of seven years, extending from 1911 onwards, under the expert, personal guidance of Sir John Marshal. **Archaeological Monuments.**

Sir John published a monograph on Sanchi in which he describes the monuments in detail. A Sanchi museum was also established to store all the antiquities found in the course of the excavation together with plaster casts, specially obtained from the different museums in England, of articles which had found their way thither in the period during which the monuments lay neglected. **Monograph on Sanchi.**

Next to Sanchi, the most important remains under conservation are the remnants of the fortress of Raisen, so famous in the history of Islamic Mediæval India. Situated at 23°-20′ N. 77°-7′ E., 22 miles from Bhopal, the fortress stands on a sandstone rock, 1,980 feet above the sea-level. It was founded during early Hindu rule in Malwa, and had always exerted by virtue of its unique position a strong influence on events in this part of India. It was one of the most important strongholds of the Sultans of Malwa in the 15th century of the Christian era. Under the Khiljis, the next dynasty, it fell into the hands of Silhadi, thence it passed into the hands of Puran Mal, whose romantic career and tragic fate form one of the most fascinating episodes in the history of Malwa. During the Moghul age, Raisen formed the headquarters of a Sarkar in the Subha of Ujjain, and is mentioned by **The Fortress of Raisen.**

Abul Fazl as one of the ancient fortresses of India. To Bhopal, it came by seizure from the Governor of Malwa in 1760, and the possession was afterwards confirmed by an Imperial Farman from Delhi.

The fortress is surrounded by massive stone walls with nine gateways, three to the north, two to the south, and three to the west. The interior contains three Hindu Palaces, four tanks and forty-eight wells. There are several inscriptions, both Hindu and Muslim on the walls, with the remains of a mosque which is attributed to Ghanim-al-Mulk.

The conservation of these monuments was taken in hand in 1928-29, when the preliminary work of clearing the vegetation from the mosques, temples and palaces was begun. The work done since then exposes to view the bath, the Rani's Palace, with its tank and pavilion, besides the streets and thoroughfares which give an idea of the general lay-out of the fortress.

Bhojpur. Another group of monuments lies at Bhojpur, a celebrated site at an important constructional point of the once great lake known to legend as the Tal of Bhopal. Here, neighbour to the dedication which Jain piety has made to Parsvanath and Jain Tirthankars of yore, stands a great Shivite temple which legend attributes to Raja Bhoja of the Pramara dynasty who ruled this region in the 11th century.

Islamnagar. Of more recent interest are the Fort and the Palace of Islamnagar which in this year were declared to be protected monuments under the Bhopal Ancient Monuments Act, 1919. The place is closely connected with the early conquests of Dost Mahomed Khan, the founder of the State. Here he had slain the band of the Deora Rajputs who ruled Jagdeshpur as the place was then called. After a brief fight, it was the scene of a massacre, which gives to its main stream the name of Halali that is "the River of slaughter." Till 1742, Islamnagar was the seat of the Bhopal Rulers' residence which was however transferred to the Fort of Fatehgarh built in 1717.

Social Development. The influences of modern education are gradually paving the way for a more advanced standard of life amongst the middle classes. Stirred by the tendencies of the present enlightened regime the public participate with great enthusiasm in the amenities of life provided by the new era. Their interest in associated acitivities is growing ; and organisations founded for the pursuit of different objects of public utility have provided new channels of co-operation in matters of social and moral reform. They enjoy keenly the modern forms of amusement in the cinematographs, theatres and circuses ; they have their own clubs for the cultivation of arts and letters ; and they have adopted with an almost instinctive aptitude the various forms of English sports which are represented by several clubs of all-India fame.

His Highness himself is deeply interested in polo. On numerous occasions has he led his teams to victory on the fields in India and abroad, and as a sportsman skilled in cricket and polo he is known to international fame. With this keen interest in games His Highness combines a deep appreciation of literary pursuits, including a vast variety of topics which have formed the subject of his study. To his deep interest in literature are due the first complete edition of the *Diwan-i-Ghalib* to which he contributes a foreword and several other works of the highest value. His Highness' views on the reconstruction of an Indian nation expressed more than once in his addresses both in Bhopal and at the convocations of the Universities reflect his keen interest in education and other cultural pursuits. **Influence of His Highness' activities.**

His Highness' interest in such matters and the example of the members of the Royal Family have not failed to exert a powerful influence on the activities of the public life, and perhaps in no sphere has this influence been more marked than in the social advancement of women. In the Ladies Club, a centre exists for association of ladies in social and recreational activities. Apart from certain educational amenities which are provided by lectures in First Aid, Nursing, other subjects of domestic interest, all sorts of games are played: the ladies have their own arrangements for public functions; and a Girl Guides' company which owed its origin to the keen interest of the Princesses represents the interest of the ladies in the Scouting movement. **Ladies Club.**

CHAPTER V.

NATIONAL PROBLEMS AND PUBLIC SENTIMENT.

Local national feeling.

A psychology.

The important facts which give Bhopal its individuality—the compact unity of its area, the uniformity of its historical development, and its tradition—also account for the growth of a local national feeling to which reference has already been made in a foregoing portion of this narrative. The physical contours have assisted the political jurisdiction to cut a deep mark in the consciousness of the people, creating a new psychology and shaping the trend of popular aspirations. In practical effect, it has meant in the last decade, a cry of wider representation in services, and through that means a more effective scope of control in State administration, and a larger share in the exploitation of raw materials of production. In essentials, it denotes, if it does not connote, a self-sufficient economism, which inspires the slogan of Bhopal for Bhopalis.

Ugly manifestations.

The feeling has unfortunately found expression in a number of ugly manifestations. In 1934, the movement degenerated into a campaign of slander and abuse forcing the Government to control the situation with a firm hand. Then, as during the period under survey, the movement was confined to a limited class of malcontents and their associations agitating against the State officers and private citizens in a campaign of wanton defamation. But apart from the question of services and a number of miscellaneous demands for reform none of these mushroom organizations which were born in mere empty talk, nor their so-called leaders had any constructive programme of political action. Different persons worked for their own personal ideals and lost themselves in the confusion of a plethora of impracticable schemes.

Press.

Two important factors: interference by external organisations; communal outlook.

A similar confusion of objectives in the press was responsible for exciting passions, but most of the work which was sponsored by a coterie of journalists from outside was devoted to the pursuit of personal ends in an attempt to procure concessions and blackmail the State. It would have mattered little, if the work had been confined to the State: but it was complicated by two other factors of far-reaching importance. The foreign political agencies begin about this time to take interest in the affairs of the State and incite ferments, while under pretexts of all kinds, a communal movement was started to create a psychology of hatred of one community against another.

Separate communal demands.

This is responsible for the separate demand by the Hindu organisations to allocate to the Hindus a share of services in proportion to their population in the State. They demand for themselves a major share of control in the administration

of the State in the name of a majority still outside the range of their social order. But in the organisation of public utilities and in public services, the policy of His Highness' Government is, as it has always been, to extend an equality of opportunity to all the citizens of State, without any distinction of caste or creed, and they believe that it would be against public interest and policy to recognise the demarcation of communal interests in a sphere pre-eminently concerned with the administration of public welfare.

Public services.

In the consideration of that problem, as of general governance, the State is faced by the intricate rights and legacies of the past, for in certain respects, the issues inherent in the ethnic problems of Bhopal are different from the issues which face the other parts of the country. Here the heterogeneous elements are greater in number, more striking in their diversity and more sharply divided. The upper sections of the Hindus of the State, that is to say, the sections which take a place within the Brahmanic fold number no more than 16·09 per cent. of the total population of the State. Below the sacred orders stand the lower Hindu castes, the untouchable and semi-untouchable categories of population, the Dravidian non-Hindu Gonds, the Bhils, the Jains, and the numerous classes which have been gathered together under the convenient mantle of a seemingly national name whilst they represent races, conditions of culture, traditions and aspirations alien to Hindu or Muslim civilization. The thin veneer of uniformity created by the dominant influence of higher cultures has in their case been magnified into a unity of the closest kind. But the divergence of types and cultures, the real communal difference is writ large in the conflicts of the past, in the ruined cities of the Gonds devastated by the Mahratta hordes and in the crumbling Jain shrines desecrated by the reformers of a past age.

Problem of intricate rights.

These struggles of the past have created a psychology which is finding expression in a movement of communal self-assertiveness stressed, as for instance, in a resolution proposed by a Jain Member of the Legislative Council requesting the allocation of a separate holiday to the Mahabir Jayanti, the birthday of Mahabir, the last Tirthankar of the Jains. The question recalled the history of Jainism in these parts of the country, where that faith had once claimed a large following. In Bhopal, a scene of contrast still exists at Bhojpur, where a statue of Mahabir stands near the Shivite temple of Raja Bhoj, showing how till the 11th century, that faith had enjoyed a strong footing in this part of the country. Came then the iconoclasm of the new Hindu Revival, which waged an unrelenting crusade against the cult of Mahabir until it drove it out of its most important strongholds. Such was also the fate of the cities of Buddhism, which perished hardly leaving a trace behind except the noble but solitary monuments of Sanchi, which alone recall the memories of that great movement in the cradles of its ancient civilization.

Mahabir Jayanti.

Past history.

Fate of Jains.

Since those days, Jainism has been a persecuted faith regarded as the expression of a sinister mysticism: its cold logic was despised as the talk of the "atheist," its votaries were associated with the practice of dark rites; and the only alternative open to them was to merge into the ruling mass of the Hindus, leading a communal life hardly distinguished from the masses.

New spirit of Jain Revival.

A new spirit has, however, been born with the present revival, when the consciousness of liberty is leading them towards a fuller expression of communal life and it is this spirit which underlies the attitude of the Jain community in demanding a general holiday for the Mahabir Jayanti Day.

Diversity of motives and aims.

The diversity of motives and aims which inspire the different groups is responsible for their lack of co-operation. The absence of concerted plans of action or programmes of a constructive nature, based on a firm grasp of the essentials of economic and political facts as of a proper sense of proportion and balance make their recommendations impracticable. To these the proceedings of the Legislative Council and other public representative bodies, like the Councils of Peasants, furnish an interesting index. There we may follow amidst self-contradictions and a farrago of impracticable propositions the nature of the national problems confronting Bhopal and the steps taken by His Highness' Government to meet the sentiment of the people. This follows promptly every sensible proposal. When nothing is done, the inaction is due either to the impracticable and drastic nature of the proposals or their financial implications.

Question of services.

Among the questions which formed the subject of discussion in the Bhopal Legislative Council, during the year under survey, the problem of public services claimed as usual a prominent notice. Searching questions were put to elicit information regarding the recruitment of non-Bhopalis in State service and their part in other activities concerned with the exploitation of raw materials under contract or otherwise. The result of these interrogations was to show that in the majority of cases under both these heads the interests of the Bhopalis had received fair and proper consideration.

Census of unemployed in Bhopal.

Policy.

In order to safeguard local interests and to concert measures for the relief of unemployment in general, the Government had appointed a Committee of 6 non-official members to record a census of the unemployed in the State. The policy of the Government in the matter of public services was, as has already been explained, to give preference to local young educated men, consistently with the demands of efficiency in a field concerned with the administration of public welfare. But evidently, it was not possible to foresee all the exigencies of public service, to discover in advance the necessities of public administration, or to forestall occasions when a particular type of talent would prove essential for the requirements of the public service.

It was pointed out, finally, that as a further safeguard whenever appointments of "outsiders" are made, they are made not on the authority of any Minister or Departmental Officer, but only in virtue of special exemptions granted by the State Council under the authority and with the approval of His Highness the Ruler. **A further safeguard.**

Another subject, the discussion of the budget, formed an object of heated debate in the first session of the Bhopal Legislative Council during the year under survey. Large propositions were put forward, with drastic schemes for the whole-sale abolition of the departments and offices of public administration. The Stationery, Kotha and Grass Farm specially came in for sharp criticism; in reply to which it was pointed out by the Government that the present organisation of the Stationery Department was intended to deal with arrangements for the provision of stationery; the Grass Farm purchased large stores of grass for State animals, while the Kotha Stores maintained foodstuffs and provisions for the Palace and the Army. All these stores were maintained to considerable State advantage. The profiteering of the local markets placed the Departments at a disadvantage and their experience of the past showed that the supplies obtained from the local market in proper season and stored were both superior and more economical. **State Budget.**

The work done by these organisations is by no means prejudicial to the interests of local commerce. The Government have during the last few years made most substantial concessions to the traders' class. They enjoy special concessions under the Mandi system which gives them low customs rates for imports in the market zones. That system has developed to the detriment of state customs. Some traders have not scrupled to abuse the concessions and set up a middleman's *bloc* to cover exports to other parts of the State not covered by the concession. In the Mandi of Abidabad, they enjoy the control of the central grain market and they are given preference in all local purchases made by and on behalf of the Government. **Concessions to trade.**

This preference of local interests in such cases is not without its disadvantages. The preferential right to the investment of local capital is the first consideration: general public opposition to the creation of industrial concerns subsidized by external capital leads in each case to exploration of local possibilities; delays then occur and retard the advance of industry. One of the demands recently made by a member of the local Constituency of Commerce, was the abolition of the State customs and the transfer of the burden of that taxation to the land-revenue. The motion was talked out in the House, after which, a motion for the abolition of the tax on trades and professions was taken up for consideration. A great deal of misunderstanding on that subject was caused by the introduction of the income tax. It was represented that the income tax would mean a burden additional to the tax on trades and professions, which should be abolished. In reply to general **Disadvantages of preference.** **Tax on Trades and professions.**

criticism before the Council, it was pointed out that the two taxes were imposed by two different authorities and did not overlap. The income tax was a levy of the Government on incomes exceeding Rs. 2,000 per annum, while the tax on trades and professions was levied by the Corporation on incomes of Rs. 300 or over.

Origin of the tax.

It was pointed out by members representing the traders' class that the tax was originally imposed to create the nucleus of a common fund for public protection against epidemics. It was imposed as a levy on non-agriculturists corresponding to the cesses paid *then* by the agriculturists for the protection of health and maintenance of sanitary conditions. After the introduction of local self-government in 1916, the tax was abolished in the urban areas, but it still continued in the rural areas, where its administration had given rise to evils of a vexatious nature. The assessment was never satisfactory and the processes for revision involved expenses and trouble to trades and professions quite out of proportion to the income drawn from that source.

It was explained by the Government Member that the taxes did not overlap. Few incomes in the rural areas came up to that level and such as did, were exempt from the income tax. There was in fact no real grievance on that head and it had already been decided that with the inauguration of the new Abidabad scheme, this tax would be abolished. The few days did not matter either way, and the new measures under contemplation would go fully to meet the demands of commerce.

Abidabad Market.

By others opposed to these progressive concessions to the commercial class, a scathing attack was made on the byelaws of the Bhopal Corporation regulating the imposition of the octroi which were to come into force on the inauguration of the new marketing system. A resolution was introduced in the Legislative Council proposing that in view of the dire need to revise the taxation enforced by the new schedule of local rates, the subject of the examination of the byelaws and the rates of duty should be brought before the Government. The mover welcomed the abolition of the former tax on trades and professions, which was replaced by the octroi, thus dividing equitably the burden formerly borne by certain classes to the exclusion of others. But again, the Hon'ble Member proceeded, the new tax was also an imposition on the agriculturists who did not equally share the blessings provided by the Corporation. Under the new schedule of taxation, he pointed out the assessment of rates was arbitrary; it violated the principle of equal incidence of taxation; and prescribed standards of evaluation which were manifestly incorrect. These objections were fully considered by the Council, but the procedure prescribed under the Rules precluded the revision of these rates or supplementary schedules in the Council otherwise than in conformity with the provisions laid down by law.

Administration of Land.

By far the largest number of resolutions in the Legislative Council in the year under survey related to the administration of land. It was represented that the

assessment rates of the last settlement were disproportionately heavy and should consequently be reduced by 25 per cent. The mover of the resolution painted a picture of heavy expenses incurred in agriculture which he said was making cultivation an impracticable proposition. It was pointed out in the course of the Government reply that the present land-revenue was quite moderate, and the presentation of the case for lowering it started with the data of a non-agriculturist exploiter: it presented the case of an exception, not the rule. It omitted to take into the account the variation of rates which were graded according to the quality of the soil, the labour furnished by the household of the peasant himself, his farm being his second home, where he, his children, his wives and the entire family were all engaged in assisting the operations of his tillage. It ignored the collateral industries and occupations—especially the breeding of animals, the free exploitation of forest and other raw materials and transport which contributed to his earnings. He grew more precious crops which like cotton, cereals, oil-seeds and sugarcane brought him considerable profits in happy contrast with the gloomy picture presented in the argument.

Insurance against loss.

The rule that the losses due to seasonal calamities, floods, or other causes whatsoever must be taken into account in granting periodical relief and remissions ensures the cultivator against real loss. And furthermore, the principle of the automatic application of annual remissions which are determined by the nature of crops in a given year and the rates current at the time of the payment of revenue obviated the need of reduction as such. The standard rates taken into the account were those of wheat, while more highly priced crops were not taken into consideration —a fact which redounds to the advantage of the cultivator. The assessments which operated in individual cases to the detriment of the cultivator have been gradually revised, and the causes which gave rise to complaints arising from the last settlement have steadily been liquidated.

Real causes of cultivators' distress.

The evils of the present system arise from the cultivator's lack of enterprise, his failure to manure his lands and his conservative modes of agriculture and life. The ceremonies of his marriage, in which he is required to wed his girls before puberty, the innumerable festivals with their expenses and offerings to the Brahmans and the deity impose burdens which he can not well meet out of his scanty earnings. He is then drawn into the network of usury; his debts run from generation to generation; and he finds it impossible to extricate himself from the labyrinth. Usually, therefore, he is granted remissions periodically, and he considers whatever he can withhold from the Government a relief from troubles of his own making.

Attachment.

The second question relating to the administration of land which came before the Bhopal Legislative Council during the year under review related to the attachment of animals in satisfaction of the State demand for land-revenue. It was claimed that the animals of the cultivator which formed the mainstay of his sustenance should be exempt from attachment.

No coercive processes.

It was stated on behalf of the Revenue Department that quite apart from the remissions statutorily granted in cases of loss due to calamities or any other causes whatsoever the present regulation dispensed with the coercive processes formerly in vogue ; the only means now open to them to satisfy their demands was to realise the dues from sale of property ; and even in that case, the powers of the revenue officers were subject to the provisions of the Civil Procedure Code and the Revenue laws. While the former saved for the peasant his household effects, and the implements of his occupation, the latter extended a similar protection to animals essential to the normal requirements of agriculture. The protection already enforced under the present law was quite adequate to safeguard the genuine interests of the agriculturist. The drastic measure of selling away the animals of the farmer was rare in application, as in a very large number of cases, the arrears were tolerated and oftener than not, they were wiped off by large-scale remissions afforded by the Government from time to time. These remissions were something quite different from and additional to the annual concessionary rebates which usually amounted to over 20 per cent. of the total revenues of the State. Such measures applied therefore to habitual delinquents only who believed that they only benefited in what they could withhold from the State land-revenue.

Cattle grazing.

The grazing of cattle is another need of agriculture which formed a subject of representation in both the Bhopal Legislative Council and the Councils of Peasants. It was proposed that these fees should be abolished. Under the existing arrangements all plough-bullocks are granted free permits to graze everywhere except in certain reserved areas. These as well as other animals were free to graze in the plots attached to each field for this purpose ; they were entitled to free access to all lands still unoccupied ; and in forests, they graze subject to payment of nominal fees. For the purposes of agriculture, therefore, the Government consider that sufficient facilities have been made available ; but in cases where cattle-breeding is pursued on an industrial scale beyond the primary needs of agriculture, they consider that light fees are not unjustifiable.

Sales of grazing plots.

Principle of pre-emption.

Priority of rights.

A different kind of complaint was voiced in the April session in which a proposal was put forward requesting the Government to apply to the sales of grazing plots in the village areas the principle of pre-emption, stipulating that the rights of the local inhabitants should be given a priority, preference among these being always given to those following the occupation of agriculture.

Instances.

It was pointed out by the Member introducing this resolution that such complaints were more frequent in the revenue divisions of Gauharganj, Huzur, Sehore and other areas of the neighbourhood, where *birs* (grasslands) were bought by persons other than the agriculturists merely for purposes of exploitation ; and in those areas, they levied rates twice or even treble the value of the fodder. This

was extremely annoying to the local peasantry who needed a protection against such harassments. These lands, it must be here explained, are quite different from the village commons and grazing plots attached to each holding. They consisted of fallow or other uncultivated land owned by the Government, which in due course, became fields of grass which are exploited as a source of State revenue.

Government policy for settlement of grazing land.

Basis of present settlement.

Under present arrangements, it was explained in the course of the debate, the policy of the Government was to settle all such areas in agreement with the local peasantry. This was the basis of present arrangements in more than 90 cases per cent. In the rare, exceptional cases in which contracts were made with outsiders, it was expressly stipulated that such lands could not be used as grazing plots, where fees can be levied and wherever that was done, it was being done in contravention of the regulations, and was liable to be punished. The great difficulty in completely excluding such contracts with persons other than the local peasants was the present tendency in the villages to underbid such lands or even not to bid at all. A complete exclusion of such contracts which also incidentally helped to sustain the existing values of land would dry up this source of revenue.

Agricultural labour.

Reference has already been made to the impediment to national economy caused by the scarcity of labour in Bhopal. Of the various means suggested to cope with the problem, one was brought before the Bhopal Legislative Council in a resolution, moved by the member representing the constituency of Jagirdars and supported by several non-official members, including the members elected by the agriculturist class. The resolution proposed that in view of the necessity to consolidate the productive activities of the State, a regulation should be enacted for the control of labour.

Present wide scope of liberty.

Explaining the substance of his proposal, the Member in charge of the resolution said that the absence of control which had given the agriculturists a wider scope of liberty could not but influence the attitude of the labour in the rural parts of the State. Gradually the agriculturists were being weaned from their chronic habit of evading the payments of revenue: but the labour, immune from taxation and owning no obligations to state authority was becoming a source of increased vexation to the landed class. Under the present system, he observed, the principle of labour service was that persons open to this kind of engagement accepted advances for a six months' term of labour to undertake farming operations on behalf of their employers. The agreement of service was usually a verbal contract. What happened generally was that after a brief service often lasting a month or two, they left their work and went over to other persons who could pay them higher rates. Then they returned the advances they had accepted on the basis of their original contract. This breach of contract involves the agriculturist in losses which cannot adequately be compensated by mere repayment of advances. For the cultivator,

Freedom of labour.

Labour service.

Terms of agreement.

the vital need in such cases was the power of human labour, which he could not replace without serious difficulty: new men had to be engaged at double or even treble rates, which increased the losses already caused by want of labour at times when it was vitally needed and was most scarce. A State regulation seemed, therefore, to be the only remedy to remove the difficulties caused by such desertions of labour, which were effectually prevented by strict control in the States of Gwalior and Indore.

Broader principles of liberty.

In spite of the unanimous support of the members representing the interests of agriculture this resolution was defeated by a majority of votes. The views of other members based on broader principles of the liberty of labour were opposed to any sort of state control, as the question of remedies against the breach of contract was in the opinion of the Council effectually dealt with by the existing law and its inadequacy to meet the actual losses in any particular case did not justify the imposition of restrictions on the liberty of an entire class. The problem could only be solved by adjustments in a free interaction of economic forces. It was pointed out by one of the members that the treatment of these labourers or " the arwahas " as they were called was by no means satisfactory; they worked the hardest to carry on agricultural operations and they were the lowest paid. Their year of operation consisted of six months during which they were received a certain amount of grain with a small kit—their only reward for hard labour during a strenuous season. The usual rates are 20 mds. of grain (12 qrs. 18 lbs.), a couple of seers of salt, a blanket and a pair of shoes.

Export of grain by chaitwas.

Another proposal supplementing this motion related to a concession for the export of grain by the *Chaitwas* in order to provide a further attraction for their visits in increasing numbers. They represent the immigrant labour who visit the country during harvest operations and return to their homes after the end of the season. It was pointed out that the duty levied on grain carried by them constituted a serious hindrance and was already having a deterrent effect on this most desirable assistance from the neighbouring areas; the agriculturists were already handicapped by the scarcity of labour and this taxation would exercise an adverse influence on this welcome assistance of labour from outside.

Difficulties of free export.

In reply to this proposal it was pointed out by the Government that smaller quantities of grain were already exempt from customs: the only difficulty before the Administration was that any general scheme of any such free exports was likely to be made a feasible camouflage for the activities of the smuggler. But the question whether such a risk could be obviated by the attestation of the Patel or the Patwari was now under the consideration of the Government and as soon as this aspect of the question was settled, the Government would proceed to introduce the change without any avoidable delay.

A resolution in the September session of the Legislative Council in the year under survey proposed that the concessions of forest for building purposes now confined to the needy and the poor should be thrown open to all alike. This, obviously, contemplated an extension of the present rights likely to affect the future prospects of forest supply. As stated by the Conservator of forests, stones, clay and lime from the quarries were already open to all alike, but a free access to forests would denude the existing stocks creating a serious shortage of wood. The areas already open to exploitation represented a high value and were sufficient to meet the needs of the general peasants' class: others who were well-to-do could certainly afford to pay the light fees prescribed by the Government for the superior wood which they wanted.

Extension of forest concessions.

A general public desire for social reform is gradually taking shape in proposals sometimes placed before the Legislative Council. A measure of this kind proposing the enactment of a law for the control of expenses in marriages and other ceremonies was introduced in the September session. But it was vehemently opposed by other public members as a proposal restricting the liberty of the individual and the family. In deference to this attitude of the public members, the Government made clear its attitude in a statement declaring that in such cases they sympathised with the needs of social reform; and they would not object to any measures which were not likely to lead to public unrest or offend in any wise the sentiment of any section of His Highness' subjects; but that in every such case the initiative must come from the public.

Social reform.

The Patels Assemblies or "The Councils of Peasants," the organs of rural public opinion, are different in their modes of procedure; their meetings notified by the officers of different revenue divisions who are secretaries to the Councils *ex officio* are presided over by a minister of the Government. Questions and answers are put in a simplified form and they express in the form of resolutions the needs of the rural area. Apart from certain general questions affecting the economic aspects of rural life, which have also found expression in the Legislative Council, their representations concern their local needs—the construction of a road or a bridge, the extension of veterinary or medical relief, educational facilities or other similar problems, which are being gradually met by the State according to the means at its disposal. But it is a colossal problem of finance—a problem involving an extensive programme of general rural development.

The Councils of Peasants.

Economic aspects.

Local needs.

Of other proposals before these associations, one of the most important introduced by the *Muqaddams* called the attention of the Government to the difficulties of collection which, they proposed, could only be remedied by previous attachment of crops subject to release on payment of revenue. It was stated that in the freedom at present allowed to the cultivator, he disposed of his crops in other ways, making it often difficult to realise the land revenue and that crops should

Other proposals.

Difficulties of collection of revenue.

be attached, subject to release on payment of revenue demand. To this course, the Government could not agree, for the cultivator could not pay his dues, unless he had the freedom to bring his crop to the market to sell it to his best advantage. It was pointed out that such processes could not be permitted, for even during the *Ijara* regime, the attachment could be applied only in special cases under the supervision of the Chief Revenue Officer and the default had to be serious to justify the application of such drastic measures.

Protection against wild animals.

As regards licenses for the possession of firearms to prevent the depredation of wild animals to which attention was drawn in the Councils of Peasants, the present scope of their liberties in this field was fully explained. They were entitled to free licenses to possess arms which could be used by them or their servants. In order to facilitate the acquisition of firearms, stocks were available in the local revenue offices, where they were offered on payment of cash or on credit to be paid in instalments. There were no game laws preventing the killing of wild animals of any kind causing loss to cultivation.

Opium.

Permission was also sought to start the cultivation of opium which once formed an important prop of the cultivator in Malwa. Since its prohibition, big irrigated areas have fallen waste; while, for its internal consumption or medical use, the State has to import a quantity of opium from outside. To find a substitute for this import, the cultivation of a native opium crop was under contemplation. The process was already under experimentation in State farms; and as soon as the results of such cultivation were demonstrated, the crop would be introduced under a licensed system.

CHAPTER VI.

LAW AND ORDER.

Physical basis of public order.

The general organisation of law and order in the State follows the physical basis of the machinery of administration as re-constituted during the present reign. It works from three nucleii: the capital town, which is the brain and the nerve centre of the entire system and the Sehore and Raisen Districts of the State roughly coincident with the two main regions into which nature has divided the country. Of these latter, the Western district with its administrative quarters at Sehore, comprises the revenue divisions called the "Tahsils" of Nazīrabad, Berasiā, Durāhā, Bhopal (otherwise called the "Huzur," that is, the territories in the suburbs and immediate surroundings of the capital town), Bilqīsganj, Jāwar, Āshta, Ichhāwar, Nasrullāganj, and Mardānpūr, which but for a few divisions would approximate to the Malwa section. The second or the Eastern district embraces Dīwānganj, Gauharganj, Raisen, Sultānpur, Ghairatganj, Silwānī, Deorī, Udaipura, Bareli, Bāri, Shāhganj, and the outlying island tahsil of Piklon, and almost coincides with the hilly tract of the State.

Police and jurisdiction of justice.

Interlocked with this arrangement of revenue and agricultural divisions are the areas of police and judicial authority, overlapping these and each other and forming for their special spheres the local centres of state administration. Among them are included new jurisdictional areas organised under the scheme of judicial reform which came into force on the 1st January, 1929. Other focal points are the Station houses of Police Circles some 49 in number, including the Kotwali of Sehore established since 1929-30 as part of the new arrangements to administer the cantonment area retroceded to His Highness' Government in that year.

Agencies of order and protection.

The main agencies in the work of public protection and maintenance of law and order are the Army, the Police, and the Judiciary and the subsidiary agency of Jail intimately connected with police and judicial function. Of these the first, the Army represents the ultimate sanction for the maintenance of tranquillity and order within the borders of the State.

A large force.

From very early times, Bhopal had maintained large forces. These were gradually reduced after the treaty with the British Government obviated the need for constant preparedness to defend State territories against the aggression of powerful neighbours. Thenceforward, the State has maintained an army barely sufficient to meet the needs of internal security.

Present composition.

As at present constituted, the Bhopal Army consists of two classes of troops respectively called the "A" and "B" under the command of His Highness the

Ruler with the Headquarters Staff consisting at present of a General Staff Officer and one Deputy Assistant Adjutant General. In matters connected with the administration of military affairs, the General Staff Officer represents the Army Department in the counsels of the State.

"A" class troops.

"A" class troops consisting of the Sultania Infantry, and the Gauhar-i-Taj's Own Company are composed of 6 units which together with the Headquarters Staff are organised and equipped on the standards of the Indian Army. The Units are composed of elements classified as Officers Indian or State's, of Indian Other Ranks, and followers with complements of Station Hospital and military Veterinary staff. These units are usually stationed at the Headquarters.

Bhopal Sultania Infantry.

The first unit, "The Bhopal Sultania Infantry," named after Her late Highness the Nawab Sultan Jehan Begum was first raised in 1911 and reorganised in 1922 as "The Sultania Pioneers." It was reconverted into an active infantry battalion on 1st October, 1928. This unit is armed and trained exactly as a regular Infantry battalion of the Indian Army.

The Gauhar-i-Taj's Own Company.

The second unit, the Gauhar-i-Taj's Own Company, was raised in 1927 to replace the old "Wali Ahd's Platoon," and named after the Heiress-Apparent Princess Ābida Sultān, better known as the Gauhar-i-Taj—"The Pearl of the Crown." As a result of certain adjustments in the Army entailed by the disbandment of the Bhopal Body Guard, the strength of this unit was raised by 50 per cent.

Mechanical Transport.

The Mechanical Transport, the Station Hospital, and Veterinary organisations which have been raised to the status of separate units form an important complement to the equipment of the force.

All these six units are classed as "A" troops: they are provided with free ration and clothing and are very well-paid and equipped.

"B" class troops.

The "B" class troops are a small force consisting of the establishment of the Fatehgarh Fort and the State Band, the former being a detachment from the regular force detailed to replace the old guards of the Fort.

New recruits are trained locally or are sent abroad according to the requirements of the force. In the year under review, altogether 38 men, sepoys and officers, were sent outside Bhopal to undergo instruction in the various courses of Army training at the military centres of the Indian Army. In December, 1937 a Bhopal force, with its equipment of horses and mules participated with distinction in a great manœuvring concentration at Mhow; while, again from the 5th to 31st January, the Bhopal Sultania Infantry with a platoon from the Gauhar-i-Taj's Own Company marched to Mhow by road and took part in battalion and brigade training. Locally, other units fired their usual musketry courses with satisfactory

results. From the 16th to 19th March, the forces underwent a general inspection by the Military Adviser-in-Chief of the Indian States Forces; while on different occasions, in the course of the year, other officers of the British Army inspected the ammunition and explosives in charge of the units and their technical equipment.

Other measure for improvement.

In furtherance of other measures for the improvement of the force, an efficient system of water supply replaced the inadequate arrangements of the past; while, at the close of the year, new barracks were under construction for the accommodation of the Gauhar-i-Taj's Own Company in the old fort of Fatehgarh.

Police.

Next to the Army, the most important agency of public protection is the Police, which has grown from an old semi-military force under the control of the Prime Minister, into a specifically civil organisation.

Reorganization.

Since the last reign which witnessed the institution of a regular High Court the force has been reorganised on modern lines. A new Police Act was enacted to introduce methods modelled on those in vogue in the neighbouring Provinces of British India.

Plan.

Under the existing plan there are thirty-two Station houses on an average of 1 to every 216 square miles of territory which is roughly equivalent to the distribution of Police authority in the neighbouring provinces of British India. These posts are divided into two Ranges representing the Eastern and the Western Districts of the State. A third separate charge consisting of the city and two suburban thanas is under the direct control of the Inspector-General of Police.

Present strength.

The present strength of the Police force in Bhopal is 16 Officers of the rank of Inspectors and upwards controlling a total force of 1,309 subordinate officers and rank and file, which includes an armed reserve of 225 men and 16 Head Constables. The administrative charge of the entire force vests in the Inspector-General of Police who is assisted in his work by two Deputies, who supervise the administration of the subordinate executive of the Department. Under them are Superintendents holding charge of divisions or ranges, sub-divided into charges administered by District Inspectors, who supervise and control the administration of the Police Station houses, representing jurisdictions in charge of the Station-house Officers who are, except in small isolated outposts, officers of the rank of the sub-inspector.

Sub-inspector.

As a general rule the sub-inspector is not only the officer receiving reports of crime, but is also responsible for their investigation. It is his duty to detect and prevent crime and maintain peace. He is also in many places the sole representative of the Government holding charge of interests different from his own legitimate duties. He assists for instance in the collection of census statistics and is interested by virtue of his position, in almost everything that happens within the area of his jurisdiction.

Ancient links.

Some links in the lower organisation are derived from the ancient system of rural police. From that system descends the Chaukidar or village watchman whose duty it is to report crime, to render every kind of aid in detection and to carry on surveillance over bad characters and to furnish local information in connection with enquiries into criminal cases in his area.

Average of cost and service.

The annual cost of the police in Bhopal per head of the population averages about 9 annas. This though higher than the corresponding figure in the Central Provinces is lower than the all-India average of one shilling. There is one policeman to every 441 inhabitants and 4.4 square miles of the territory. This last figure is, except Bihar and Orissa, the lowest in all India.

Conditions of service.

The average annual cost of the policeman in Bhopal is considerably below that of his colleague in British India. While the higher grades of the service are satisfactorily equated with similar ranks in other places, the general scale of salaries in the inferior grade is still low—a fact which reduces the attraction which the force should offer as a career to the intelligent elements of the population. Until very recently, the average of literacy in the ranks was extremely low ; but some improvement is now occurring as a result of the entrance of a better class of local recruit. This change is much to be welcomed as holding out the prospect of increased efficiency in the service of State Police.

Police Training.

Committee of Police Service.

A Police Training School is maintained to train both recruits and head constables in their public duty. Candidates are first required to pass a local test in law, and are sent abroad, whenever necessary, to qualify themselves for the higher grades. The class for each year is made up partly of constables and partly of candidates from outside selected by a Committee of Police Service consisting of the Inspector-General of Police and his two assistants. At least two thirds of these candidates are recruited from the local youth outside the Department. Of the twenty such candidates selected for training during the year under review twelve who were successful in their final examination were provided with posts in the police force.

Drill.

Instruction in Traffic Control.

Both arms of the Police—the Civil and the armed forces—are required to undergo a regular course of training in drill and instruction in the control of traffic ; and practice in shooting at target forms part of the regular curricula of the police teaching.

Accommodation.

To the buildings available for the accommodation of the force at the headquarters, a valuable addition was made in the year under review by the old barracks of the Victoria Lancers which fulfil a long-felt need. Given the necessary funds to execute certain structural changes and adaptations, they would be adequate to accommodate the entire force at the headquarters. But the necessity for regular

Police quarters in rural areas is still acutely felt. The provision of such quarters is an essential preliminary to the mobility as well as to the efficiency of the local units of the force.

Discipline.

The discipline of the force during the year under survey was on the whole satisfactory. This was specially evidenced during the agitation of the Hindu Sabha in May, 1937, when despite grave provocations, the police handled the situation with an easy hand and behaved with commendable moderation and patience. The situation was controlled without resort to force, the lurid accounts of lathi charges and other ill-treatment published in a certain section of the Hindi press being of course without any foundation. The heavy punishment roll reflects the new policy of purging the force of corruption, and was absolutely necessary to maintain the standards of public service. Apart from minor disciplinary punishments, two sub-inspectors, one head constable and four constables were dismissed on proven charges of bribery; one other sub-inspector, who was at the fag-end of his service was also retired on reduced pension for similar reasons: while one sub-inspector, 14 head constables and 34 constables were dismissed for absence from duty and other Departmental offences.

Punishment roll.

Rewards.

On the side of meritorious service, instances are not lacking of good work recognised through a suitable apportionment of rewards. In the period under survey, 437 police officers were the recipients of commendation certificates; 91 were rewarded by courts, 65 by the public and a number of others by the Department itself.

Effect of reform.

The reforms initiated during late years have introduced a welcome change in the relations between the police and the public: a tendency to co-operate has superseded the former spirit of aloofness. The traditional fear of reporting as likely to lead to difficulty, in case of proof failing is now giving place to a new confidence. It is this new co-operation rather than any considerable rise in the actual incidence of crime which is reflected in the figures for the period following the reform.

Civil disobedience.

The first important case in the sphere of the maintenance of law and order which the police had to deal with during the year under survey was the situation created by the Hindu Sabha in the attempt to start a campaign of civil disobedience against the State. It followed a continuous, relentless propaganda in the local as well as foreign press in British India; and as that agitation grew in ferocity and violence, a step like the present outburst was more or less anticipated; but, the intimation that the local Hindu Sabha had decided to hold a communal conference was received on 1st May, 1937, when posters drawn up in libellous, intemperate language calculated to provoke feelings of hatred between the communities were put in

Communal conference.

Posters convening the conference.

circulation. Those posters bewailed the lot of the Hindus of Bhopal who were described as the victims of a communal tyranny which forced them to live under a nightmare, in constant dread of their life and property and the honour of their women.

First publication in British territory.

It is significant that these posters appeared in Bhopal days after their publication in Hoshangabad—an adjoining district of the British Central Provinces—a fact which explains the little support which the conveners expected in Bhopal and their endeavour to enlist the sympathies of external elements to stage a large gathering. The efforts of this group were given a wide publicity in a certain section of press and they enjoyed the unstinted support of the external organisations which have been known, for long years to be actively engaged in fomenting communal unrest in the State.

Real object.

It seemed, therefore, clear that the main object of the Conference was to excite disaffection among the Hindu subjects of His Highness and a communal tension was one of the most probable consequence of the new propaganda and the manner in which it was to be convened. An order was therefore issued by the District Magistrate of Bhopal prohibiting the Conference. This order the local Hindu Sabha decided to disobey: consequently, on the 15th May, the first day of the session, five persons attempted to hold the Conference. They were arrested, while a gathering, consisting mostly of spectators followed them to the Police Station: nothing untoward happened in the demonstrations attempted by a few other persons and the crowd was dispersed without the use of force.

A second meeting.

Another meeting was attempted on the following day by other two men who were joined by a party of 9 from the riff-raff of the city who dispersed on the approach of the police. The arrest of these two men closed this chapter of civil disobedience, and as on other previous occasions, the failure was followed by a violent press agitation in British India. They invented the most fantastic tales of oppression, accused the police of every kind of brutal behaviour, and condemned the State on vague charges which have formed since the beginning of this external interference in the affairs of the State, the stock-in-trade of this class of agitators. The tactics of these propagandists is based upon the assumption that if they lie on steadily, at least some mud would stick, and by gradually undermining both at home and abroad the good name of the State, they would be able to call in the interference of parties outside the State to deal with a situation created by their own mischief.

Action against certain papers.

In the face of this provocation, the Government found themselves compelled to take action against a number of papers which in defiance of all warning had continued their campaign of slander and lies, declining to take notice of facts officially furnished to them. Their proscription and the ban on their entry into the State were followed by the restoration of calm: the distrust created by the

movement was replaced by that traditional spirit of confidence which has always marked the relations between the various communities.

Sequel to agitation.

A sequel to this agitation was a second course of the Press campaign against the State following the death of Bhagwan Das Rathi, one of the prisoners sentenced to two months' simple imprisonment. He hailed from the Berars. In Bhopal, he was earning his livelihood as a petty *pan* keeper ; and being a man of excitable temperament, he succumbed to the blandishments of a career of political leadership in the support of a great cause. He joined the movement and was one of the party which had defied on the 15th May the orders of the District Magistrate forbidding for a period of two months any meeting of the conference within the limits of his jurisdiction. He was consequently arrested and sentenced to undergo simple imprisonment for two months, under section 109 (188) of the Bhopal Penal Code corresponding to section 117(188) of the Indian Penal Code, foı his disobedience of an order under section 133 of the Bhopal Code of Criminal Procedure corresponding to section 144 of the British Indian Code. Bhagwan Das contracted Malaria on the 29th June, 1937, but improved, and his temperature was normal from the 4th to 8th July. Pleurisy supervened on the 9th July, but he again improved and his temperature remained normal from the 19th to 24th July. He again developed fever in the evening of 25th July and had a temperature of 101 at the time of his release on the 26th July, 1937, when his sentence expired. He was removed to his house in a jail lorry in view of his temperature, and the Jail doctor who accompanied him left medicines and instructions for his treatment. His condition was not, in the circumstances regarded as serious in jail, and no applications for his release on medical grounds, which were alleged in certain papers at that time to have been made, were received by the authorities. As a matter of fact, the High Court had issued on the 18th July, shortly after his arrest an order releasing Bhagwan Das on bail pending decision of his appeal but no bail was furnished.

Reactions outside Bhopal.

These circumstances of the death of Bhagwan Das Rathi which were issued by the Government in a communique to the press were ignored : meetings were held at different places in British India to condemn the State for its callousness in regard to the case of Bhagwan Das ; and it was decided by the Hindu Mahasabha to celebrate an All-India Rathi Day to commemorate his martyrdom.

In the sphere of serious crime against person, the number of Murder rose from 12 during the previous year to 20 in the year under survey. Of these the worst, the brutal murder of Miss Browne by the fanatic, 'Ghazi' Bannay Khan, has already been noticed elsewhere. In five other cases, the murder was the result of private quarrels ; in two cases, unhappy wives jumped down a well with children in their arms, and in three, women fiurnished the motive for murder. In one of

these latter, a Punjabi shot and killed the man who had seduced his mistress and then inflicted on the woman injuries from the effects of which she died. He was pluckily arrested by some Chamars and was undergoing trial at the close of the year under survey. In a second case, a licentious *Sadhu* (Hindu monk) was murdered by a man whose wife he had corrupted. In the third case, the disappearance of a profligate wife was followed by the death of her husband, who was reported to have been thrown into the flooded Narbada while returning from the market. An investigation was accordingly started, but the body was never found and some bones discovered as a consequence of the confession of a suspect who was taken under arrest were proved not to be human.

Culpable homicide. **Attempts at murder.**

Among the cases of culpable homicide, during the year all arose out of private quarrels and are devoid of any special interest or significance. One attempt at murder from a motive to revive terrorist crime, in imitation of the notorious Azad Singh murders of the previous year again created a sensation. On the night of the 11th September, 1937, while Ratan Lal Baniya was talking to a Revenue Inspector in his shop a man appeared at the barred window and handed in a slip which he asked the 'Sethji' to read. The Revenue Inspector received the slip and was reading it when a shot was fired through the bars. The Revenue Inspector was wounded, having evidently been mistaken for the Baniya in the sparsely lighted room. The slip turned out to be a demand for Rs. 500 on pain of immediate death.

Quarry spotted.

At first the investigations were sidetracked by some local misinformation, but finally the quarry was spotted by the aid of an ex-convict. The clues furnished by him led to the arrest of Wilayat Husain, also an ex-convict, who had once been sentenced to death. He had, however, encompassed an acquittal in appeal and had since been engaged in activities of a shadowy character. By overwhelming, cumulative evidence mainly of a circumstantial nature, he was convicted of the offence and sentenced to imprisonment for life.

Dacoities.

Of the 11 true cases of dacoity reported during the year under review, seven were committed by local gangs. Amongst these two were road dacoities by an absconding party of Bijoris from Berasia. Of the other five cases, two were house dacoities at Berasia and Salamatpur respectively; the one in which a labour contractor was the victim was the probably result of a dispute between him and his labourers; while another case in which a custom s Nakedar was heavily belaboured and looted was a sequel to his own complicity in smuggling activities.

House dacoities.

Dacoities by gangs from outside.

Of the four dacoities committed by gangs from outside, three occurred on the Berasia-Nazirabad border, one of the dacoity areas of the State. In August a large herd of grazing cattle was driven off by a party of Gujars after the graziers had been beaten and driven off. The accused are believed to be from

the Maqsudangarh State; but all efforts to arrest them and recover the cattle have failed. There are enormous difficulties in conducting enquiries in such small states, the Bhopal police receive only lukewarm co-operation: the gang disperses immediately after the dacoity and subsequent investigations prove abortive.

Other house-dacoities.

The other two cases of this group are house dacoities committed on the 5th and 10th December respectively. In both these cases the dacoits were armed with guns which they fired to intimidate the villagers. In one case, the complainant attempted resistance; he fired several shots at the dacoits but failed to inflict any injuries and had eventually to retreat as he received no assistance from the villagers. These offences are believed to have been committed by a gang headed by Gopia, an escaped prisoner whom all efforts have failed to trace.

Another danger spot.

The fourth case occurred on the Bhilsa-Dehgaon border which is also a danger spot in the State. Here a house was entered and some ornaments were stolen by a gang of seven men, obviously from Bhilsa in Gwalior State, which still remains untraced. The fact that the toll of dacoity has so heavily gone down in this area seems to be due to the round-up by the police of the British Indian Central Provinces of the notorious Jawahar Singh who was responsible for numerous dacoities in the Gwalior and Bhopal States and the Rehli Tahsil of the Saugor District.

Effect of adverse economic conditions.

Rise in crime.

The strain of adverse economic conditions in the year under survey was severely felt by the masses. The cotton crop was almost destroyed by excessive rains; minor crops, too, were badly affected while the wheat came nowhere near its usual average. These conditions account for the rise in the cases of thefts, house-breaking and trespasses. The latter two rose from 440 in the previous year to 497 during the period under survey, while thefts numbered 1,279 as against 1,193 in the previous year.

Police achievement.

Thefts.

House-breakings.

Raja Ram's case.

Raja Ram contracts a fancy for his host's wife.

Demands for wife's divorce and threats.

The work of the police in dealing with this class of cases has been markedly good. The majority of thefts was of a petty character, the value of the property stolen exceeding Rs. 500 in one case only. In this respect, they resemble the cases of house-breaking, which though larger in number, were also of a petty type and in two cases only did the value of the stolen property exceed Rs. 500. Among these, there is one case of unusual interest. On the 3rd March, 1938, the sub-postmaster of Sehore produced before the local police a threatening letter alleged to have been addressed to him by one Raja Ram, a former school master, who had lived with him as a paying guest. During this period, he contracted a violent fancy for the wife of his host, and even after he resigned and left, he continued pestering the sub-postmaster with a demand to divorce his wife. The sub-postmaster further averred that on more occasions than one, he had trespassed into his house and threatened him with a knife and he felt convinced that he would

carry out the threat contained in the letter to enter his house that night with intent to do him harm. In support of his apprehensions, he produced a slip in Hindi which he found inserted under the door-sill of the post office bidding him prepare for 'dreadful consequences'. A head constable and a constable were deputed to protect the house. At 3 p.m. a man was seen to enter a room in the upper storey to which he had gained access by scaling a wall. On being accosted by the constable, the intruder drew out a pistol and presented it at the constable, whereupon the head constable shot him in the thigh. The intruder, of course, proved to be Raja Ram. He was at that time employed as a sub-editor on the staff of the "Karam Veer" of Khandwa and was an active worker of the Hindu Sabha.

A martyr. The incident was promptly taken up by a certain section of the communalist press as an outrage and he was represented to be another martyr to political oppression. This attitude was, however, abandoned as soon as the facts were known; and when he died in the course of his trial, there was hardly any attendance at his funeral.

Grievous hurt. Of the 70 cases of grievous hurt during the year under survey, one half belong to the city alone. This number is considered to be very high for a place like Bhopal; and the Inspector General of Police observes that there is a tendency in the 'goonda' element to use the knife on the slightest provocation. In no less than 15 cases of grievous hurt, out of a total of 30 registered at the Central Police Station of the city, was a knife or other cutting instrument used as a weapon of offence. This requires to be checked as the equally dangerous 'hockey stick' which is increasingly coming into vogue as an instrument of hurt. Partially, a check is being applied by instituting proceedings in all cases in which the use of a hockey stick is demonstrated or a knife flaunted in threat.

Preventive action. Further to curb the tendencies of such violent crime, the police is steadily proceeding with measures against dangerous characters. Proceedings against 14 such persons were instituted under section 100, Bhopal Procedure Code in the course of which 9 persons were bound over, the remaining 5 being acquitted. Action was similarly taken under section 99 of the same law against 41 suspicious characters of whom 18 were bound over; 8 were acquitted; while 9 cases were pending disposal at the close of the year under review.

Offences under miscellaneous Acts. In the administration of special laws, the police had to deal with 206 cases prosecuted in the courts of law. Of these cases, 166 ended in convictions which include 53 cases under the Arms Act, 76 under the Police Act, 28 under the Gambling Act, 8 under the Opium Act and 21 under the Cruelty to Animals Act.

Public conveyances and motor vehicles. An attempt is now being undertaken to institute a stricter regulation of public transport. Apart from the Bhopal Transport and the Sehore Factory Lorry Service

which are run by official agencies, a number of private services run on the roads connecting the city with centres of commerce in the outlying parts of the State. A cause of discontent in the agencies of public transport in the city arose from the fact that two wealthy motor-owners were able to secure a practical monopoly for their cars on two of the State roads by driving off every other vehicle by means of a cut-throat competition. This is now expected to be remedied by a system whereby a certain number of lorries will be allowed to ply on each road and competition shut off by fixing a minimum standard of rate.

Minimum standards of rate.

Action was similarly taken against 171 persons for breach of the rules under the Bhopal Motor Vehicles Act. Convictions were obtained in 119 cases, while 15 cases were pending trial at the close of the year. The strict control of traffic instituted from the previous year is having a deterrent effect on rash and negligent driving—a fact which explains the fall in the number of cases prosecuted under the Bhopal Motor Vehicles Act during the year under survey.

Breach of motor rules.

In the Finger Print Bureau, 387 new slips were added and 67 eliminated under the Finger Print Rules during the year thus bringing the number of slips on record to 5,759. 189 slips were received in the Bureau for search and previous convictions were traced in 30 cases. Officers from the Bureau gave expert evidence in 8 criminal and 4 civil cases.

Finger Print Bureau.

Further steps were taken during the year under review to improve the organisation of the Criminal Investigation Bureau which has now been housed in a separate building. It has started work to create its records and a new personnel is being gradually trained. Arrangements have been made to train a local officer in the card indexing system in the Central Provinces Bureau of Criminal investigation and additional staff will be provided as required by the progressive needs of the Department. The experiment is already proving its utility by the relief which it brings to ordinary police staff in the city formerly so overburdened with its extraneous duties.

Criminal investigation Bureau.

The State has a separate organisation to deal with the Criminal tribes. They are settled in two zones in Berasia and Ashta, where they are provided with lands and *taqavi* to carry on cultivation. As an experimental measure the present administration had permitted a relaxation of control in the hope that greater freedom would encourage the development of more ordered propensities : but results have not been altogether favourable and it seems that a more stringent application of control may be necessary to bring the scheme to fruition on lines proposed by His Highness's Government.

Criminal Tribes.

First in importance, among the agencies of protection to which all others are in the last resort subservient is the machinery responsible for the administration

Judiciary: early organisations.

of justice. In Bhopal, the first regular judicial service was organised in the 18th century during the reign of Nawab Dost Mahomed Khan, Diler Jung, when he laid the foundation of the first organised state. The Qazi first appointed by him was the chief administrator of justice and the system was in all its details a replica of the mediaeval Moghul rule. The methods underwent a gradual change with a more thorough secularisation of services and from full executive and legislative control, the religious jurisdiction of the Qazi has now been reduced to that of consultation in matters directly appertaining to personal Mahomedan Law.

Secularisation.

It was, during the reign of Her Highness the Nawab Sikander Begum that a departure was taken from the early basis of judicial organisation; and justice was made the subject of a secular charge. A further step in the process of modernisation was taken during the next reign, when new laws were enacted and a Committee was formed to codify the legislation of the State.

Introduction of modern Criminal Law.

To this period, we owe the introduction of the modern criminal law in the form of the *Ta'zirat-i-Shahjehani* on the lines of the penal law then in force in British India. The next stage representing the culmination of this process of modernisation was reached in the last reign which witnessed the codification of an elaborate system of laws, and the institution of an independent High Court, and of a Supreme Judicial Council to supersede the earlier system which had consisted of a hierarchy of civil and criminal courts of co-ordinate powers, distinguished only in the allocation of their territorial jurisdictions. After two stages of appeal in subordinate courts, the final appeals lay before the Privy Council as the institution was then named.

Anomaly.

Under that system an anomaly still persisted in the internal organisation of the judicial service for the Minister of Justice constituted at once the Chief Court and the Executive Head of the Police Administration.

The inconsistencies of this system became apparent, and after further changes and experiment, the functions of police and justice became two separate charges, while the various stages of preliminary jurisdiction and appeal were co-ordinated into a well-regulated system. The coping stone was placed on the arch by the institution in 1922 of a regular and efficient High Court.

Letters Patent.

The High Court Act (III of 1922) enacted the provision of preliminaries subject to which under Letters Patent, the Constitution of a High Court was envisaged: it provided for an institution, consisting of a Chief Justice and two or more puisne judges whom, subject to the fulfilment of certain qualifications, the Ruler might think it fit to appoint. Under this Act, by Letters Patent issued on the 25th April, 1922, under the Sign Manual of Her late Highness, a High Court of Judicature for Bhopal was established as the highest Court of Appeal and revision in all matters, civil and criminal, with original jurisdiction within the city of Bhopal.

In certain civil cases, its decrees and final orders passed in appeal, as well as its final orders in the exercise of its original jurisdiction, are appealable before the Supreme Judicial Council provided that the orders or appeals in question are certified by it to be fit cases for such appeal. In criminal matters, too, an appeal lies to the Judicial Council from cases of sentence exceeding 7 years and certain orders passed by the High Court in its original or appellate criminal jurisdiction. **Venues of Appeal.**

The scope of the powers of the High Court in Bhopal and its procedure are identical with the powers and procedure of the High Courts in the Provinces of British India. It has power to inspect the proceedings of subordinate courts and issue instructions for efficient administration on points in regard to which the statutes are silent. Subject to the control of the Government, the High Court appoints its Registrar and such clerical staff as it thinks necessary for the exercise and discharge of its duties ; it also exercises similar powers in regard to the appointment of the clerical staff of the subordinate courts. The High Court is also responsible for the admission, suspension and removal of pleaders. Every Judge of the High Court is, on appointment, required to take an oath of office in the form prescribed by the Letters Patent. **Scope of Powers.**

The Judicial Council, the supreme Court of Appeal, consists of three experts permanently appointed or panelled *ad hoc*, assisted by the Secretary to the Government in the Department of Law and Justice. It is a prototype of the Privy Council of the last reign, when cases were argued personally before the Ruler and were then decided with the help and advice of three Jurists specially appointed for that purpose. But practice demonstrated the inconvenience of the procedure ; and later the Ruler ceased to be associated with the formal administration of Justice. Under present practice, the recommendations of the Judicial Council are submitted to His Highness for approval, after which the judgment is delivered and formally enforced in his name. **Supreme Judicial Council.**

The executive administration of the Department is supervised by the Minister of Law and Justice who also holds charge and control of the Police. But none of his functions are of a judicial nature : he is invested with purely administrative control and acts only as an organ of authority responsible for general administration. **Supervision of executive administration.**

The last step in the complete separation of powers was taken during the present reign, when in the reorganisation of the judicial administration, the powers of justice in the Tahsils and districts formerly exercised by the officers of the Revenue Department were transferred to officers in a newly created cadre of judicial service, exclusively devoted to the administration of justice. New courts were established in different centres and areas of jurisdiction were allocated to them under a well defined scheme which gave effect to this great reform of judicial administration. **Separation of powers.**

The judicial service under this scheme of reform consists of 8 first class and 7 second class judicial officers, including the subordinate judges, magistrates and munsiffs in charge of the administration of justice in the capital town. Of the latter, three are officers of the first and one of the second class.

Powers.

The Judicial Officers of the first class are sub-divisional magistrates and are invested with powers as subordinate judges competent to hear civil claims up to a value of Rs. 5,000.

Bench Magistracies.

Besides the creation of this service, it was also a part of the scheme to establish, in addition to the benches already working, five more magistracies to assist the disposal of petty cases and to associate the educated public with the administration of justice.

Separate service.

Justice is thus administered by a separate service, except in a few small outlying places, as for instance, in the island Tahsil of Piklon, where judicial functions are still in charge of the officers of the Revenue Department. Vacancies in the service are filled up from lawyers holding law degrees in Indian Universities with at least three years' experience of legal practice in the courts.

The Village Panchayats.

A new link in the chain of justice now in the process of organisation is the network of village Panchayats or rural communes which combine with local self-government the adjudication of petty disputes within limits notified under the law of the State. Powers to decide such cases were given during the year under survey to 11 Panchayats which exercised their powers under the supervision of the Courts of Law.

Enquiry Office.

Similarly, to facilitate the work of the pleaders and the litigant public, a new institution has been organised, namely, an Enquiry Office in the High Court to afford proper guidance to all persons in search of information.

Internal administration.

In the internal administration of justice, the minute scrutiny of the work of the subordinate staff and tours by the Judges of the High Court help to maintain the high standards in the outlying areas. Every year there is a conference of the Judicial Officers of the State to secure a unity of effort and encourage the *esprit de corps* of the service in the common interests of peace and justice.

Legal

Legal practitioners assisting the Courts are enrolled as members of the Bhopal Bar Association, and are either men holding a university degree of law or are local pleaders permitted to practice in the courts under a scheme of local examinations. Permits are granted by the courts in exceptional cases to suitable men to practice in State Courts subject to such restrictions as the Court might think fit.

Parallel to this organisation and complemental to the machinery ot justice are other institutions which partly assist it and partly administer within their jurisdiction certain aspects of personal law. Of these, the Dar-al-Qaza is the survival of the older order of judicial administration. It acts mainly as the office of registration of Islamic marriages and as an agency of public advice to assist the administration of justice in matters of communal Islamic law. It entertains applications for the settlement of questions of matrimonial law; it records evidence and can issue subpœnas to enforce the attendance of witnesses before its court; and since the introduction of the new law in the reform of marriage, the Qazi acts as a Court of Special Jurisdiction in all questions of matrimony.

Parallel and complemenary institutions.

The reform enforced under this law was a great pioneering effort to permit the supersession of certain provisions of the Hanafi Law relating to marriages by the adoption of the doctrines of the Malikite school which are, in this particular respect, more compatible with the present social conditions of India. The law as recognised in the Hanafite doctrine reacted to the prejudice of married women. For while the husbands had the full powers of divorce, the only avenue open to women to demand a dissolution of marriage came under the rule of *khula*, under which a settlement could only be made at the option of the husbands and on their own terms. The position was in this as in other matters highly adverse to the rights of women, who could be easily coerced by unfeeling husbands.

A Pioneering reform.

Under the new reform, a woman has now the right to demand a divorce, *on the grounds of ill-treatment, husband's impotence, his affliction by heinous* disease, neglect to provide maintenance, absence without adequate provision for the wife, or long absence for any reason whatsoever. Under such circumstances, the wife may apply for divorce which can be enforced by the Qazi or the Civil Court of Law as an act of public justice.

Reform as to right of woman to demand divorce.

This law has now been followed in several States and a bill is now before the Indian Legislature to apply its principles to the provinces in British India. Since its introduction, in 1934, 120 cases have been decided by the court of the Qazi of which 37 belong to the period under survey.

Besides his duties under this special law, the Qazi advised the courts on eight as against 9 criminal cases in the previous year. The enquiries in other marriage cases relating to the eligibility of the parties were conducted in 348 as against 335 cases in the previous year. The cases of divorce during the year under survey numbered 226 as against 262 in the previous year, while the number of other agreements and receipts of Mahrs, etc., executed before the Qazi came up to 190 as against 252 in the previous year. The cases relating to enquiries about the disappearance of married persons, inheritance, and the sighting of the new moons were 111 as against 113 in the previous year. Besides this, the Qazi afforded 165 private consultations as against 170 last year.

Advice to courts.

Dar-al-Ifta. A co-ordinate jurisdiction in consultations is also one of the functions of the *Dar-al-Ifta*, which is *par excellence* the institution of jurisconsults responsible for recording opinions on all religious matters referred to it. During the year under survey the Department recorded opinions on 93 private cases as against 141 in the previous year; while in the cases sent to it by the courts, it advised in 20 civil and criminal cases. Under present procedure, all questions relating to Islamic personal law are referred to the Mufti, who records his opinion and passes it on to the Dar-al-Qaza for endorsement. Where the Qazi dissents from the opinion thus recorded by the *Dar-al-Ifta*, the matter is brought to appeal before the Majlis-al-Ulama, the Council of Divines, who form an ecclesiastical college for similar consultation on matters of sacred legislation.

Recorder of Vaivastha. In parallel with this institution, exercising similar powers and functions, the Recorder of the Vaivastha, the official Hindu jurisconsult, assists the courts in the administration of the Hindu personal law. He is also the chief organ of authority and reference in all matters of Hindu communal administration in the State. He advises the State in matters relating to the communal rights of the Hindus and his decisions on matters of Hindu right are enforced by the Courts of the State.

Disposal of cases. In the actual working of the administration of justice, the cases disposed of during the year under survey numbered 13,476 including 6,308 criminal actions out of a total of 15,557 cases as against 14,547 out of 16,739 cases in the previous year. The cases pending disposal were 2,081 as against 2,192 in the previous year.

Period of duration. Of the undecided cases, on the civil side 91 cases were of over one year's, 29 of over six months', 40 of over three months', 37 of over 2 months' and 43 of over one month's and 35 of less than one month's duration; while, on the criminal side, 119 were of over 6 months', 113 of over 3 months', 102 of over 2 months', 116 of over one month's and 219 of less than one month's duration.

Oldest civil and criminal cases. The oldest civil case under disposal was a case pending decision in the court of the District Judge of Sehore. It was instituted in September, 1931: the usual proceedings were complicated by decisions in revision proceedings and cross references made again and again by the parties to the suit during the course of the trial. This naturally protracted the proceedings from year to year.

The oldest criminal case pending trial was instituted before a Bench Magistrate in May 1936 and was subsequently transferred to the court of the Special Magistrate, where proof was being recorded at the close of the year under review.

Registration. The work of registration in the State is controlled by the High Court with the assistance of two Registrars, who in their turn supervise the offices of 12 Sub-Registrars. The number of the documents registered during the year under survey was 2,566 aggregating to the value of Rs. 10·25 lakhs as against 2,593 of the previous year for values of about 8·36 lakhs.

The minor and subsidiary agency of jail intimately connected with the police and judicial function is responsible for the custody of offenders during their trial and afterwards. There were prior to 1928-29, four divisional jails in district headquarters, besides the Central Prison in the capital town. Six more prisons were opened in that year under the direct supervision of judicial officers in those areas, while the Central Prison remained under the direct supervision of the State Surgeon, superintended by a staff of wholetime officers. **Jails.**

Situated on the top of a hill, the Central Jail commands a fine view, and plenty of air and sunshine. It can accommodate 7 to 8 hundred prisoners, is equipped with its own hospital, and has a section where the lunatics are lodged.

Many reforms have lately been introduced in the administration of prisons. Lorries are provided to bring under-trial prisoners to courts and handcuffs have in their case, been dispensed with. To give the convicts a fresh start in life, they are given a share of their cash earnings on release. The administration of jails is governed by a Departmental Manual; there are rules to regulate interviews in jail and grant suitable remissions of punishment in consideration of prisoners' good conduct. **Reform.**

For some time past, the Government have devoted considerable attention to the improvement of the Central Prison, which is provided with its separate civil and lunatic sections. A water tank has been constructed and trees are being planted before the barracks to beautify the view. Two gardens are attached to the institution and are maintained in good order. A separate ward has been constructed to segregate prisoners suffering from contagion, while the construction of a separate ward to accommodate the prisoners' visitors is also under contemplation. **Improvement of Central Prisons.**

Of the juvenile prisoners, three were under incarceration in the period under survey during which eight were admitted bringing the number to 13, all of whom were released during the year. Efforts are not neglected to influence the ideas of such prisoners but due to usual short sentences, little improvement can be expected. To further this aim, however, arrangements have been made to impart moral and religious instruction to a class of prisoners including juvenile offenders. **Juvenile prisoners.**

In the Lunatics' section, the year opened with 15 lunatics; 14 more were admitted in the course of the year, bringing the number to 39, of whom 19 were discharged on cure; 2 died, leaving 18 prisoners at the close of the period under survey. **The Lunatics' section.**

During imprisonment, the prisoners are taught some art or craft in an industrial workshop, of which the industries may be classified under two heads: the Department of manufacture for carpet-weaving which enjoys a special reputation, and the prison gardens. **Jail industry and art.**

CHAPTER VII.

FINANCE.

Genesis of the present system.

The origins of the present financial system of Bhopal lie in the important administrative changes of the last reign when steps were taken to reorganise it on modern lines. Prior to that period, the Prime Minister had charge of finance, his control being exercised through accountants responsible for the record of income and expenditure. To the central exchequer were credited all receipts from officers entrusted with the realisation of State income from all sources. The Treasurer managed the entire machinery of disbursement which was made partly under sanctioned estimates as an item of normal expenditure and partly under the special direct sanction of the Ruler. Estimates were usually fixed under definite stereotyped heads, and new necessities however recurrent, were given a place outside these charges—a constant distinction being maintained between the older and the newer heads of expenditure. The greatest defects of the system were the intricacy of the technique and the absence of any efficient agency of audit. The first step in modernising the system was taken when an office was established to deal generally with accounts and supervise their audit on up-to-date lines. Along with the organization of audit came the preparation of regular annual budgets and the creation of a separate office to deal with this class of work. The early practice was to place all budgets before a committee especially appointed to scrutinise and settle estimates in consultation with heads of departments and to submit them to the sanction of the Ruler.

Central Exchequer.

Defects.

First attempt at modernisation.

Budget Committee.

Abolition of budget committee.

This Committee was abolished in 1922, when annual estimates began to be placed before the Executive Council of the ministers then recently constituted. A further stage in the settlement of the budgets came with the inauguration of the Bhopal Legislative Council when all estimates were required to be submitted to the comment of non-official members before their presentation to His Highness for final sanction. Under this system the budget undergoes a minute scrutiny not only at the hands of experts, responsible for general administration, but is also submitted to the criticism of the representatives of the people who examine the expenses as well as economies with special reference to public utilities, and thus put the Government in first-hand contact with popular opinion on every problem of State finance.

External commitments.

The most important aspects of Bhopal's finance relate to the needs of internal administration. Its external commitments are confined to an annual contribution of Rs. 161,300 paid to the British Government as a subsidy for the maintenance of the contingent force due to be furnished by the State under the Treaty of 1818 ;

the *tankas* to *grassias* and other guaranteed payments amounting to Rs. 8,320, and compensation equivalent to actual losses, if any, incurred by the British Department of Post Offices and Telegraphs for new branches opened under special requisition from the State. While the first item is included in the military expenditure, the last is comprised under another head as part of " Miscellaneous."

Internal distribution of finance.

In the internal distribution of finance, the general policy is governed by the principle of an equitable apportionment of revenues between the various departments of administration according to their order of importance from the standpoint of public welfare—a distinction being regularly observed in the allocation of revenues between the Ruler and the Funds of Public Administration.

Distinction between Public Funds and Civil List.

This distinction in Bhopal is a heritage of a time-honoured past ; it is consecrated by tradition ; and in this, as in other respects the old position has been adhered to in the present reign. The revenues assigned by traditional practice are subject to the principle that the position of the Ruler has to be maintained as the head of the government, the bearer of the most important office, the hardest-worked servant of his people, and the emblem and crown of their dignity.

Civil List.

Under the present budget, the Civil List of the Ruler is fixed at Rs. 1,28,000, supplemented by revenues derived from Crown Estates valued approximately at about 3 lakhs of rupees. The latter are hereditary grants descending to the Ruler from reign to reign, and are administered by a private Department under his direct supervision. But certain important crown revenues represented by valuable Railway investments of about 15 lakhs, yielding an income of Rs. 1,80,000 a year have been placed by His Highness at the disposal of Public Administration. All other public finance is vested in the Government and controlled through the Finance Department as part of the general State administration.

General principle.

No income can be relinquished and no charge can be incurred except in accordance either with the budget or special sanction of the Government. Within the budget itself, a certain degree of departmental autonomy is recognised in the internal arrangement of the offices and cadres, subject of course to the rights of the public services and powers of appointment under the direct control of His Highness the Ruler.

Receipts.

All receipts are credited to the Central Treasury and disbursements are made under the authority of the Accountant-General who maintains accounts and is responsible for their audit under the regulations for the time being in force. Rules are in the first place interpreted by the Office of Accounts and in cases of doubt or dispute, a reference is made to the Department of Finance whose decision is final except in certain cases which may be submitted to Government in the Council of State.

Resources. The brief survey of the economic conditions of the State attempted in the foregoing portion of this work gives an idea of the sources of State revenue. Of land, the first and foremost, though most uncertain source of revenue about 42 per cent. is held in Jagirs; while a large area, amounting to about one million square acres still remains to be brought under cultivation. The total revenues derived from land and from all other resources in Jagirs and State, may be computed at about one crore of rupees.

Budget for 1937-38. In introducing before the Bhopal Legislative Council the estimates for 1937-38, the Hon'ble the Member for Finance called attention to the steady equilibrium of the budgets during the last quinquennium which had been regularly maintained. The salary cuts of the previous years which had been imposed as a provisional measure of economy were restored. And each year had witnessed in this period of general depression a progressive remission of land revenue to afford relief to the peasant. These were by no means remissions of demand incapable of realization: they constituted a relief under a carefully well-designed system which linked the State demand of revenue with the actual condition of the crop and current rates in the markets of India. This formula which was capable of automatic application determined in advance the proportion of relief to be administered in any given year. Such actual remissions of these revenues, that is to say, the remissions of the current demand had amounted during the quinquennium to the huge total of Rs. 18.15 lakhs.

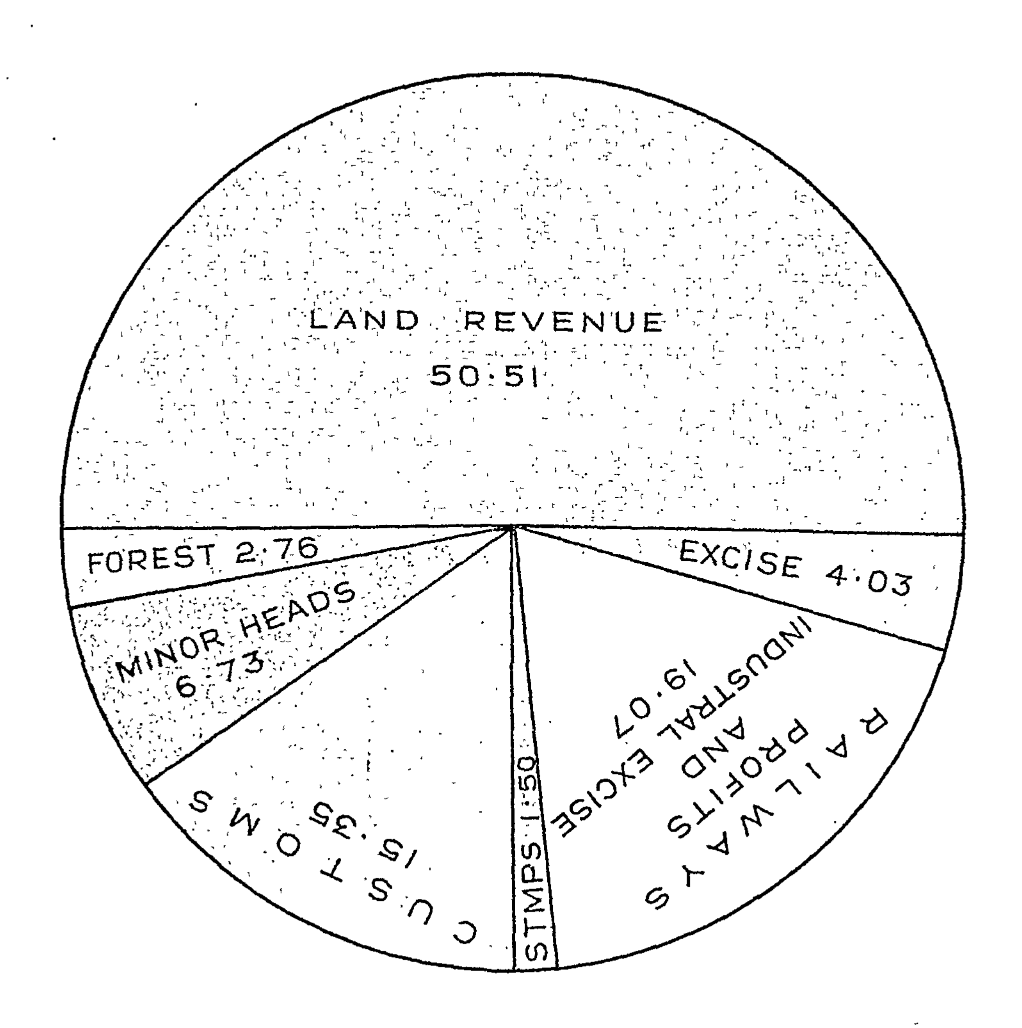
Progressive allotments. Withal, the Government had made year to year throughout this period, progressive allotments to make new provisions for the needs of public welfare. Means had again been found in the year under survey for further additions to grants sanctioned for education, medical relief, and scientific and cultural subjects; while a sum was separately allocated to the creation and maintenance of airway arrangements which would make Bhopal a link in the aerial routes of India.

Estimates. The year opened with a balance of Rs.5.08 lakhs, while against estimates of receipts totalling Rs. 61.32 lakhs, the total charge to which the Government stood committed at the commencement of the year was estimated at Rs. 61.32 lakhs as compared with Rs.58.11 lakhs for the previous year.

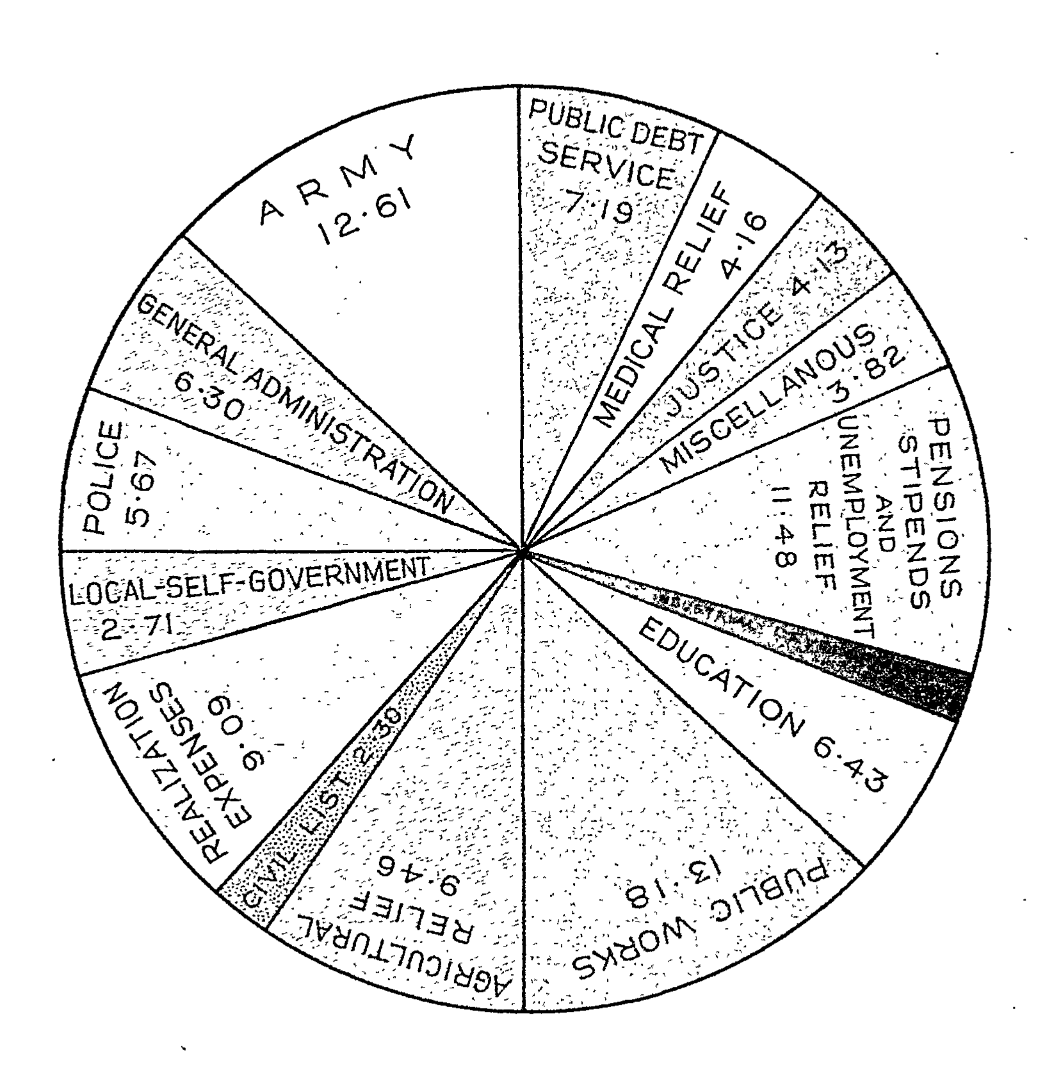
Review of sources of revenue. Having taken note of the budget estimates for the year 1937-38, it may now be appropriate to review generally the sources of revenue and the heads of expenditure from the standpoint of their fluctuations during the period under survey.

Sources: Land. Agriculture being the national industry of the State, land is the first, and, under the vagaries of nature, the most uncertain source of income. For the last three years, the realisations from it have been subjected to a system of regulated remissions which have hitherto amounted generally to as much as 20 per cent.

PROPORTION OF DIFFERENT HEADS OF INCOME DURING 1937-38.



PROPORTION OF DIFFERENT HEADS OF EXPENDITURE DURING 1937-38.



of the actual demand. The relief is a sequel to the introduction of the Ryotwari tenure of land, which imposes direct upon the State the responsibility of giving relief, calculated upon the actual conditions of the crops and the prices in the market. The total realisations from land during the year under survey amounted to Rs.31.11 lakhs as against an estimated demand of Rs.34.00 lakhs—after deducting remissions to the amount of about 6.38 lakhs including compensation for losses due to excessive rains and frosts at the end of year.

The next most important source of revenue is Customs, of which the work and organisation is discussed in a subsequent portion of this survey. Under present arrangements, this head includes fees of weighmen and porters' licenses which together with the duties on exports and imports amounted to Rs.9.46 lakhs as compared with Rs.10.28 lakhs in the previous year. The shortage is due, as explained elsewhere, to loss in wheat, the complete failure of the cotton crop and to undue exploitation of the extensive concessions to Mandis. **Customs.**

The revenue derived from excise on spirits and liquors and other intoxicating drugs, the third source of income, came to about Rs. 2.49 lakhs during the year under review as against Rs. 2.52 lakhs in the previous year. The loss was due to easy, competing sales on the borders of the State to the prejudice of excise revenues in the State. **Excise.**

Next to excise the forests form the most important source of State revenues. Under schemes now being pursued by the Department of Forests, it is expected to become a source of larger revenues to the State. The income derived from it during the year under review amounted to Rs. 1.70 lakhs as against Rs. 1.27 lakhs in the previous year. This shrinkage of revenues in the year under survey is attributed by the Forest Department to the prevalence of cholera which dislocated the work of exploitation and the temporary shortage of staff which impeded the work of inspection. **Forests.**

Besides receipts of interest and profits on the State funds including the investments on railways which came to Rs. 10.36 lakhs during the year under review, there are minor items of income incidental to the administration of different departments of public service. Stamps, for instance, contributed Rs. 92,980; Kotha and Grass Farm Rs. 84,670; Public Works and Irrigation Rs. 18,464; Cattle-pounds Rs. 15,837; Police Rs. 15,782; Justice Rs. 14,783; Sehore Municipality Rs. 12,955; Agriculture and Laboratory Rs. 12,822; Education Rs. 5,576; Registration Rs. 5,162; Scientific and Cultural Departments Rs. 4,037; Medical Relief Rs. 2,048; Jails Rs. 1,770; and miscellaneous Departments Rs. 77,712. Further minor sources with their total revenues during the year under survey were: Bhopal Electric Supply Rs. 200,274; Match Excise duty Rs. 52,511; Income-Tax Rs. 28,780; and Stationery and State Press Rs. 2,006. The first and fourth of these **Investments Railways, etc.**

are run by regular Government Departments on a commercial basis catering for both private and official custom.

Actual receipts.

The total actual receipts for the year under survey amounted to Rs. 59.81 lakhs as against estimates of Rs. 61.32 lakhs, the expenditure for the same period being Rs. 59.38 lakhs showing a surplus of about Rs. 4.24 lakhs. On the side of expenditure, the greatest single head Rs. 7.01 lakhs is represented by the Army, the main agency of protection in the general scheme of public order. It is followed by the Public Works, claiming an equal provision of Rs. 7.32 lakhs; Pensions, stipends Rs. 6.32 lakhs; Education Rs. 3.61 lakhs; General Administration Rs. 3.50 lakhs; Police Rs. 3.15 lakhs; Medical Relief Rs. 2.31 lakhs; Justice Rs. 2.30 lakhs; Local Self-Government Rs. 1.60 lakhs; and Social Welfare and Public Amenities Rs. 1.32 lakhs.

Expenditure.

Needs of expansion.

Happily, during the past years, the budgets of the State have been balanced without neglecting either the efficiency of administration or any of the essential utilities of political and social welfare. But activities connected with the uplift of the villages, general education, social insurance, and other aspects of conservation and development still require to be organised on a wider basis, which the present finances are utterly inadequate to meet.

Fear of stabilisation.

Generally speaking, the resources under exploitation have reached a stage of stabilisation ; there is real risk of stagnation, if no new sources can be made available to the State to meet the expanding needs of further national development. The ways and means now available for increasing the revenues are of a limited natuıe: a policy of intensive concentration on land development and industry presents the only source of further financial expansion. It is vitally necessary to public welfare that the State should be assured of a sufficient share in the development of these resources.

In conclusion, it may not be out of place to say a few words regarding the agencies responsible foı the collection of revenues. Land revenue forms the subject of a separate portfolio, while customs, excise, and other agencies are distributed under other portfolios responsible for their administration.

CHAPTER VIII.

ECONOMICS OF COMMERCE AND GENERAL DEVELOPMENT.

In 1937, Bhopal had its first monsoon current about the second week of June: till the middle of July, the rainfall was fairly well-distributed. Then the currents began to assume an intensity which interrupted the sowing operations of the *Kharif* crop: where, the seed had germinated, the plants were affected by excessive rains. Not indeed until the second week of August had the cultivator any opportunity to prepare his land for the next crop. The brief spell of sunshine which lasted a fortnight was followed again by heavy rains which continued till the middle of September.

Then the conditions began to improve, and it was expected that the Rabi would prove a bumper crop; but again, frost levied a heavy toll in the months of December and January and the results of the agricultural years were extremely disappointing. The cotton was a total failure; minor crops were also affected and there was serious loss in the outturn of wheat.

Effect on customs.

This failure of the agricultural year had an appreciable effect on the revenues of customs which record a fall of Rs. 73,971 as against the revenues of the previous year. Compared with the 64,432 mds. of cotton (raw and ginned) exported during 1936-37, such exports during the year under survey amounted to 29,645 mds. as against the duty of Rs. 44,558 on these exports in the previous year, the corresponding amount of duty realised in the year under survey amounted to Rs. 9,789 representing a fall of Rs. 46,406 in the export of one commodity alone.

Fall in cotton.

Fall in aggregate values.

The aggregate value of goods exported which corresponds with their total quantity and weight fell from Rs. 6,174,921 in the previous year to Rs. 4,705,812 during the year under survey, accounting for a fall in duty to the amount of Rs. 100,893 as compared with the previous year. Except a slight increase of duty in the case of oil-seeds, the decrease extends to all other grains. The quantity of wheat exported dropped from 798,531 mds. in the previous year to 607,862 mds. during the year under review, accounting for a decrease of duty amounting to Rs. 56,948. Among the minor decreases under other heads must be included the drop in the export of *gur* which fell by Rs. 6,243 a shrinkage attributable to the Sehore Sugar Factory which consumed the bulk of the sugar-cane crop produced in the State.

Imports. Increase.

In contrast with this fall in exports, the import revenues maintained a steady level of increase. The highest yields under this head are duties on cotton piece-goods which brought in Rs. 87,028 followed closely by betel-nut (*chhalia*), with

duties amounting to Rs. 58,288, kerosene oil, with Rs. 23,944 and rice, with Rs. 23,025. The import revenue on sugar declined from Rs. 86,976 in the previous year to Rs. 71,028 during the year under survey. There is however rise in import duties on *gur* amounting to Rs. 19,650 as compared with Rs. 7,992 in the previous year. This fluctuation is explained by the opening of the Sehore Sugar Factory, whose production became available to the market in the last quarter of the year when the imports ceased.

Cigarettes. While the import revenue on cigarettes has decreased, the duty on *biris* has risen from Rs. 3,367 in the previous year to Rs. 14,053 during the year under survey. But smuggling is strongly suspected in the case of cigarettes as of the foreign matches and silk and woollen goods in all of which a serious fall of import revenue has taken place.

General conditions of trade. Despite the adverse conditions of agriculture, the general conditions of commerce were on the whole satisfactory during the year under survey. Various concessions have contributed to commercial prosperity : the trade is not hampered by any extraneous burdens ; and the final decision to abolish the local cess on trades and professions removes a tax which though light was considered to be irksome on its tedious processes of assessment and realisation.

Marketing Department. In the general development of commerce, the Government plays an important part. It has founded a Marketing Department to find better markets for State produce and to co-ordinate in scientific fashion the activities of commerce in Bhopal with the trade and commerce of the neighbouring regions.

Mandis. An important part of the Marketing Department's scheme was the establishment of Mandis as a measure of experiment at important centres where different routes converge upon the main lines of railway in the State. Such Mandis have already been founded in Sehore, Salāmatpur, and Nasrullagānj.

Effect. But the general stimulation of trade which had been anticipated from the foundation of these Mandis has not been realized : for the advantages of the concessions granted have been monopolised by a number of local traders. In these circumstances the new Mandis have done little but concentrate the bulk of the trade in two or three railway centres to the advantage of the traders there established who act as brokers to outside traders less fortunately placed : and to the disadvantage of the State itself which loses customs duty.

In this manner the concessions which were originally meant for the benefit of *bona fide* settlers in the new market areas have produced consequences prejudicial to the State revenues. This explains the anomaly of increased exports and imports resulting in lower figures of customs revenue in the past year and during the year under survey in which the State had to forego revenues over Rs. 55,000.

The factors, which have made possible this abuse of privilege had never entered into the contemplation of the Government when they announced their plan of special Mandi concessions. But the evil has now begun to make itself felt: for in the case of articles bearing heavy duty, as for instance, betel-nut and cotton goods, the requirements of the City are booked through the Mandis at Sehore or Salamatpur. The result is that the consignees obtain the whole advantage of the customs concession merely by paying to the mediation of the Mandi concessionist a small brokerage. They are thus able to transport the goods free of duty to the market in Bhopal. **Evils of abuse.**

In order to distribute over a wider range the benefits at present concentrated in these two concessions, the State have it under contemplation to open other Mandis in other parts of the State. The Mandi of Abidabad of which the foundation stone was laid by the Princess Heir-Apparent during the last year was completed during the year under survey. But the construction of the projected Mandi of Ubaidullah Ganj is still in suspense as a result of the difficulties of acquiring land which is being inordinately delayed. **New Mandis.**

This policy of concessions reflects the desire of the State to reduce the burden of customs duties as quickly as possible side by side with the development of other resources, which must of course depend upon the future expansion of State revenues in other directions. **Customs policy.**

During present conditions, the system is kept flexible: and the customs duties are applied with special reference to the conditions of local commerce: and the low tariff schedule under which the total average incidence of taxation does not exceed Rs. 1.4 *per capita* of the population is subject to revision in accordance with the actual state of the market and considerations of State finance. During the last year, for instance, the tax on silver and gold bars and ornaments was removed on 1st April 1936 and later, in January 1937, the export duty on *juari* cobbs was reduced from Rs. 2 per cart to ans. 12 in the interest of "Pai cultivators" owning cultivation in the State, while living outside its borders. The export duty on *til* (sesamum) and linseed was increased slightly, while that on coriander, cotton and jute seeds was reduced. The system of tariffs is thus perpetually amenable to changes and adaptations in the economic interests of the people. **Flexibility of the system.**

There are, however, certain advantages, apart from considerations of finance, in a protective tariff. An example occurred in the course of the previous year when it was found necessary to double the heavy duties already imposed on matches to prevent unhealthy competition against the local match industry. Such **Protection.**

action points the direction in which consistently with the economic rights of other states and provinces, the customs tariff would tend to function, if and when the development of resources, in other fields, enables any considerable diminution or abolition of duties to be undertaken consistently with the stability of State finances.

Match Industry.

Started in 1934 originally as a measure of relief against unemployment, the match industry is notable as one of the only two ventures in the past to launch an enterprise in the direction of industry. It was started with a capital of one lac; but certain defects of the management led to serious losses: the control was taken over by a new organisation. From the improvement that is already visible in both production and management, it may be expected that in due course, the concern will become solvent; for despite this temporary setback, it has been demonstrated that the easy availability of important raw materials, the cheapness of local labour and transport facilities make Bhopal a suitable field for the operation of this industry.

Match pool.

So far as relates to the export trade in matches, Bhopal has pooled itself with the Indian match industry. Under this arrangement, the proceeds of the banderol duty are credited to the common pool and shares in the net receipts are assigned to participant States on the basis of consumption *per capita* of the population. The Government share of excise during the period under survey amounted to Rs.52,511, showing an increase as compared with the previous year.

The Bhopal Ice Factory.

But there seems to be little prospect for the revival of the Bhopal Ice Factory, the other concern started with a capital of five lacs. For in the present changed conditions, the demand for ice products will henceforth be supplied by the new Narbada Valley Refrigerated Products Company, which will work on a more extended scale, with a more ambitious programme of refrigerated production. It is an interesting, pioneering effort to explore the possibilities of the export of refrigerated products. This is expected to call into being a new agricultural industry—dairying—which will react to the direct advantage of cattle-owners in the State and will perhaps pave the way for building up an export trade in other agricultural produce such as fruits and vegetables. The Department of Economic Advice have arranged that the products placed on the market by this Company will be of the highest grade and quality, consistent with the price asked for, and that in the manufactures, the local milk will as far as possible be utilised to contribute an impetus to the growth of a dairying industry in the State.

Purification of material.

Every precaution will be taken by the Company to ensure that their products will be of the most hygienic description. The water used will first undergo a process of purification and sterilisation in most up-to-date installations. It is expected that even the ordinary ice turned out by this factory from purified and sterilised

water will be superior to ice of a similar standard procurable elsewhere in these or neighbouring areas.

A third industrial concern—the Bhopal Textile Mill—founded in pursuance of the present programme of industrial advancement was in course of construction during the year under survey. It has been jointly promoted by the State and the Oversea Industries of Manchester, under the management and direction of Messrs. Forbes, Forbes Campbell & Co., a group of the largest textile manufacturers and finishers in the world. **Textile industry.**

This industry possesses excellent prospects, for among State imports, the cotton goods represent the largest single item; while Bhopal has long been noted for the cultivation of a special class of cotton of which the possibilities, proved by experiment, are believed to be highly promising. **Prospects of textile industry in Bhopal.**

There are three cotton areas in the State specially suited to the cultivation of cotton: first, the area below the Ghats which includes the fertile Narbada valley; secondly, the area above the Ghats including the revenue divisions of Ashta, Ichhawar, Sehore and Jawar; and thirdly, the transitional areas including Bhopal, Duraha, Berasia and a part of Udaibulla Ganj. **Cotton areas.**

Cotton research farms have been established in all these tracts both to study the scientific methods of cultivation and to evolve an improved staple of the fine cotton which furnished the material upon which the reputation of the fine Malwa cotton industry was formerly founded. Some deterioration in the quality of the fibre has, unfortunately, occurred through a careless intermixture of inferior seed, but it is hoped that the law recently enforced to prevent adulteration, will eliminate the inferior strains and restore the staple to its pristine quality. **Cotton Research Farms.**

A marked feature of the industrial development in Bhopal is the active assistance given by the State in the organisation of supplies of raw material for these concerns. In regard to cotton, steps have already been taken in connection with the development of manufacture to revive the cultivation of the famous Ashta variety, while several schemes and small irrigation projects have been initiated to start the cultivation of sugarcane as a development ancillary to the needs of the sugar industry in the State. **Feature of development.**

Hand in hand with this programme of industrial development, the Government of His Highness are advancing with an elaborate plan for the improvement of communications. The Great India Peninsular Railway traverses the length of Bhopal territory, forming as it were, the spine of the communication-systems. Quite apart from some 68 miles of municipal roads in and around Bhopal City, **Roads.**

there have been constructed about 380 miles of metalled roads connecting large portions of the interior of the State with the nodal points of the railway system. Along the network thus provided, agricultural produce intended for export can readily travel. Besides these facilities, a state-owned system of telephone furnishes an easy means of communication in the City of Bhopal and Chiklod which are connected with the Grand Trunk Telephone of India and thus placed in direct contact with the principal telephonic systems of the world. The new arrangements add a fresh link of communication by founding an Air station which connects Bhopal with the air-routes of India.

Telephone system.

Future.

Other metalled roads projected under new plans have not yet been taken in hand on account of financial stringency. In additon to these there also exist unmetalled roads, of which 200 miles are under the supervision of the Public Works, while the State Forest Department maintains another line of about 500 miles.

Transport.

The means of transport, characteristic of the more remote rural parts, are still of a most primitive character. But on the main metalled roads, mechanised transport is becoming increasingly available. Motor services launched by private enterprise and under general State control run between all the main centres; and as new lines open, easier access will be afforded to the resources in the interior of the State.

Planned economy.

The question of the scientific development of the resources and the exploitation of raw material is closely associated with the administration of land. In this sphere, the object has always been to start the scheme of a planned economy in the interests of industrialisation. A five years' plan was drawn up as early as 1926, the first year of the present reign. But the period was punctuated by disastrous harvests and the lustrum ended with a condition of affairs which the State had not faced for years past.

Land.

Fortunately, the period was safely tided over, and the State has since been following a policy of cautious advance which is already bearing fruit in the growing prosperity of the people. But the present resources are proving increasingly deficient to meet the needs of expansion. Of the total area of land under cultivation 666,664 acres are occupied by forests; 1,539,899 are held in Jagir; while 2,223,802 acres form the State's main agricultural domain.

New area brought under cultivation.

Out of this area 68,023 acres were newly brought under the plough during the last few years. The corresponding increase in revenue during the year under survey is due to the settlement of these lands after the expiry of the concessionary period during which they were held under progressive rates of assessment which have now gradually reached the level payment of the full demand fixed at Rs. 60,618.

The total acreage under cultivation, classified with reference to the various crops in both the State and Jagirs during the year under survey was as follows :— **Area of crops under cultivation.**

	1937-38	*1936-37*
Wheat	711,682	611,995
Gram	188,421	171,930
Masur (*Ervum Lens*)	50,835	62,149
Batla (*Pisum Sativum*)	8,186	9,958
Alsi (*Linum Usitatissimum*)	65,200	45,163
Til (*Sesamum indicum*)	64,020	85,925
Rameli (*Guizotia Abyssinica*)	19,124	22,926
Cotton (*Gossypium indicum*)..	49,532	95,007
Juar (*Sorghum vulgare*)	88,677	123,292
Maize (*Zea Mays*)	23,541	21,067
Pulses	32,103	52,444
Sugarcane	5,150	6,383
Vegetables	8,011	8,532
Rice	29,168	29,472
Kaudon (*Paspalum Scrobiculatum*), etc.	6,820	9,065
Gardens	3,399	3,474
Miscellaneous	30,874	36,881
Total ..	1,384,743	1,395,663

The crops systematically irrigated are sugarcane, garden produce, and rice. But where water is easily available, irrigation is also applied to wheat, maize and other crops. The usual sources of water for irrigated plots are at present wells and here double-cropping is practised to a limited extent. The usual combinations are maize, san hemp, *urad* (*phaseolus radiatus*) or rice followed by gram, peas, *masur* or *teora*. **Irrigated lands and crops.**

Only a small area, comprising about 10,628 acres was irrigated during the year under survey. Water facilities, which exist in abundance, are now being gradually tapped in the form of minor projects. One of these—the Palak Mati Project recently inaugurated in the Tahsil of Sultanpur is intended to irrigate an area of 4,000 acres for scientific cultivation on model lines under the agency of a Government Colonization Department; while another small project in Islamnagar brings a further area of 250 acres under irrigation. **Irrigation.**

In this field, the policy of the State is to build up a vast system of irrigation through a large number of small projects. This makes possible an immediate commencement of agricultural enterprise with early return on investments, while the execution is elastic and adaptable to the exigencies of public finance. **Policy.**

The present schemes are being planned with special reference to the needs of the sugar and cotton industries of the State. Production is assisted both through **Basis of present plans.**

active guidance and regular provision of means of disposing of the crop; and thus a personal relation is being gradually built up between the producer, the industry and the Government.

Fruit culture.

Concessions.

Although the settlement of the irrigated areas in Sultanpur is essentially subservient to the needs of the sugarcane industry, garden crops are also being grown to start horticulture as an industry on scientific lines. Lands in this area as well as elsewhere in the State are offered by the Department of Colonization on special, concessive terms. Free materials are provided for building houses and advances are also made to help the work of cultivation. The rates of assessment are fairly moderate and rights of possession, which are permanent, and transferable, subject only to payment of land revenue, are guaranteed under the law of the State. Altogether 14,290·74 acres have so far been allotted in the form of large and small plots, all now ploughed and under cultivation.

General conditions of crops.

Effect of adverse seasonal calamities.

Reference has already been made in a foregoing portion of this narrative to excessive rains during the year under survey. In all tracts whether irrigated or dry, the crop forecasts were highly disappointing. The advance effect of the seasonal calamities on different crops was that from the possible yield under the best conditions, the estimated loss in wheat and gram was computed at 25 per cent. of the total produce, in juar (*sorghumvulgare*) and maize at 37·5, in rice at 18·75 and in cotton at 50 per cent.

Remissions and relief.

Apart from the remissions rendered necessary by reason of these calamities, the State had to forego under its scheme of peasant relief a further demand of Rs.637,500.

Relief.

Defects.

These remissions brought a welcome relief to peasants, but the defects from which agriculture suffers in Bhopal are due not only to causes producing general depression but also to the practice and economy of the present system of cultivation. The State's efforts to eradicate the defects of the latter type are restricted both by the conservative attitude of the peasant and the limitations of public finance. In the first place, the peasant has not yet learnt the value of co-operation: his social customs and laws, which force him to marry his children before puberty and assign a prior call upon his inadequate resources to such unproductive purposes as the observance of festivals and other communal functions, also force him into the vicious circle of unceasing debt and his living as well as technique of work and method require a renovation in the light of experience.

Part of agriculture.

In the sphere of re-creation which this work involves, a great part is being played by the Department of Agriculture which embodies the effort of the State to improve by experiment and demonstration the methods of agriculture and to carry on a campaign of enlightenment in the villages.

The laboratory of this Department deals with analytical work on a variety of articles including waters, foodstuffs, extracts, fertilisers and soils, while its Research Farms carry out the examination of different agricultural problems and conduct experiments in the introduction of new crops such as castor, soya beans, and turmeric. Among the special subjects at present under study, the Department is pursuing with success a programme of intensive research in cotton and sugarcane. **Function.**

To study the possibilities of improved cotton cultivation in the State, Mr. J. B. Hutchinson, the Cotton Genetist of the Institute of Plant Industry of Indore was deputed last year to examine the problem and advise generally on the cotton policy which the State should adopt. He visited Bhopal in January, 1937, and submitted a report dealing with the various aspects of the question of cotton development in the State. **Improved cotton.** **Expert examination of conditions.**

In the course of that report, Mr. Hutchinson gives an account of the present conditions of cotton cultivation in Bhopal, and recommends the adoption of the superior Malvi Seed in both Malwa and the Narbada Valley tract, the latter of which at present produces an inferior strain. To prevent its adulteration with the higher type of Malwa cotton, he recommends a plan of licensed import and transport of seed from outside and within the State. Steps have already been taken by the Government to implement these recommendations. A law has been passed to prohibit the adulteration of cotton seeds and the Department of agriculture are taking the necessary measures to propagate the pure seed and create depots where it would be available to the cultivator. **Recommendations.**

For this purpose, a farm of 50 acres was established at Ashta, where ten varieties of cotton were sown in randomised blocks and Latin squares on a field of 23 acres of which the major portion was laid under Malvi, while other crops were sown in other plots to provide ground for seasonal rotation. Another farm is to be laid in Nasrullaganj where, during the year under review, operations had to be postponed pending acquisition of land. **Ashta Farm.**

At the Central Research Farm, the preliminary work on cotton progressed a stage further and Bhopal Mass Malvi was further purified and grown on field scale. The general results go further to show that irrigated cotton is not only better in yield, it is also endowed with greater power to resist the damage due to excessive rains and insect pests. **Further progress of experiment in cotton.** **Better yield.** **Power of resistance.**

In the cultivation of sugarcane Bhopal has behind it a long record of experiment which ended some years ago in the discovery of a new process for the manufacture of *gur* and sugar. The experiments proved the suitability of the soil of Malwa to the cultivation of sugarcane and thus laid the foundation of a Sugar industry **Sugarcane.** **Suitability of Malwa soil to cultivation of sugarcane.**

in the State. To deal with the question of extended cultivation, a sugarcane farm has been established in Sehore, at a place adjacent to the site of the new Sugar Factory. Here experiments are proceeding to examine the improved varieties of cane with special reference to their suitability for the soil of this region which is reputed for its cultivation of sugarcane. A case which had come under special notice in the last year relating to the preservation of sugarcane, from insects known as ' borers ' formed the subject of a separate study by the Imperial Council of Agricultural Research who deputed their sugarcane Entomologist, Mr. P. V. Isaac to examine the question. His suggestions are now being implemented to rid the crop of this pest.

To encourage private cultivation, loans have been advanced to cultivators to sink new wells in order to enlarge irrigation in this area; seed and manure are being widely distributed; and advice is freely given to cultivators to produce their crops on scientific lines.

Tobacco.

Another crop which seems likely to be of promise in Bhopal is tobacco. Experiments in 1928-29 demonstrated the high suitability of the Bhopal soils for its cultivation. Efforts have since been made to examine the prospect of more extended cultivation in fairly large plots, where experiments were made in four varieties of tobacco. The Harrison Special, a high class cigarette-making tobacco, was found to be eminently successful; it gave a high yield, and even in a year adverse from the point of view of agriculture, its yield was considerably superior to that of other varieties. Next in order of merit came the Nadiad tobacco fit for *zarda* making, the Poona Gandio 6 and the Bhopal local variety. The results are considered to be encouraging enough to justify the installation of a flue-curing barn in the near future.

Expert examination of the possibilities of extended cultivation of tobacco.

In order to examine the possibilities of extended cultivation of this crop, the Government of His Highness have acquired the services of Mr. C. B. Samuel, ex-Marketing Officer of the Government of India. His preliminary observation of land in various parts of the State goes to show that tobacco can be grown in Bhopal without irrigation and that in his opinion, its cultivation is a practicable proposition full of immense possibilities of future development.

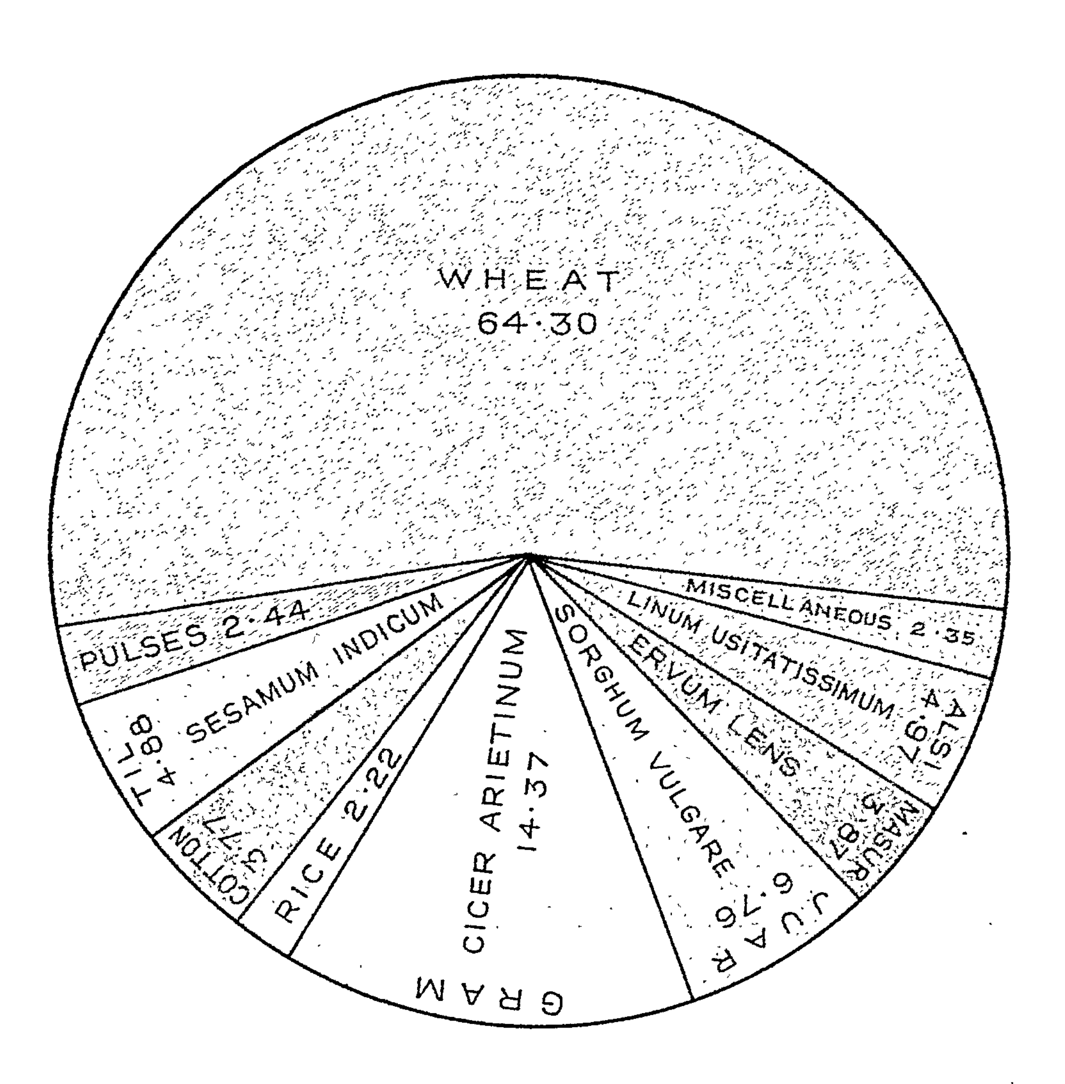
Experiments on common crops.

In common crops cultivated at the State Farms, the object of the experiments is to improve the quality and yield of the produce. Wheat, Oats, *Juar* (*andrapogon sorghum*) in cereals; *tuar* (cajanis indicus), *Masur* (ervum lens), urad (phaseolus radiatus), *Mung* (phaseolus mungo) in pulses; peas, and soya beans, and oil seeds all formed subjects of experiment and research during the year under survey.

Essential needs of agriculture.

The results of experiment in all these seeds go to show the immediate, essential need of the introduction of crop rotation into agriculture, of improved seed to

PRINCIPAL CROPS.



replace the inferior, deteriorating, indigenous seed: and of a large-scale use of fertilisers to replenish the deficiencies of soil in the essential and most vital nutrients of plant life.

Other defects.

Other defects of the present system are the primitive technique of agriculture, its out-of-date implements, and the traditional dread of innovation which besets the farmer. To remove these means both education, and also wide-scale rehabilitation to build anew the entire fabric of the economic order. What is being in fact done is the initiation of a new programme on a limited scale which, given the spirit of enterprise and confidence in persistent effort, will certainly lead to a new orientation of practice in this field.

Demonstration and Publicity.

In the cause of its publicity, the Department of Agriculture carries out seed and manure distribution work, advises the cultivators on various matters connected with compost making, timely ploughing, pure seed sowing and general village improvement. To organise a wider basis of propaganda the number of demonstration plots has been considerably increased. From these plots and from the Central Farm were distributed improved seeds of *til* (Sesamum indicum), alsi (Linum usitassimum), groundnut (arachis hypogea), cotton (gossypoium sp.), paddy (oryza sativa), *tuar* (Cajanis indicus) and *Juar* (andrapogon sorghum). Improved and pure seeds of wheat, gram, pea, white linseed, and Kabuli gram were also distributed on cash payment or loan basis and on the co-operative demonstrative system.

New implements.

Further to foster new methods of agriculture, the Department has a special section dealing with the use of new implements, which are exhibited at fairs and. demonstrations. Of these, the rope-making machine has been a special object of interest to the cultivators who were struck by the possibility of converting the *san* hemp of their farms into rope and twine during the rains when they have little work to do in their fields.

Besides the agricultural exhibitions at different fairs at which pamphlets on agricultural subjects were widely distributed and practical demonstrations given, the Department organised a more extensive exhibition at the Chiklod Fair. The work of propaganda included the distribution of leaflets on improved methods of agriculture besides lectures on various subjects of similar interest, while special demonstration dealt with improved iron ploughs, one-bullock plough, *bakhars*, *kurpanies*, preparation of composts and pits for farmyard manure, application of fertilizers, plantation of sugarcane by improved methods, use of winnowers, threshing and rope-making machines. The different specialised branches showed crop production method, actual crop plants, insect pests, and model farms. The latter included the demonstration of model plots showing correct methods of sowing

crops, fencing, *bunding*, erosion control, drainage, gardening, orchard laying, and road system in an organised estate.

Extent of propaganda. A large number of persons attended these exhibitions besides the numerous visitors at the Central Research Farm, where are housed the new implements and furnaces for boiling gur. One of its most interesting annexes is a Crop Museum which is now housed in a separate building specially built for this purpose.

Methods of irrigation and work. The irrigation of the Farm is done by means of a centrifugal pump worked by an oil engine which is an improvement over the former practice of using leather buckets. **Special devices.** Among the devices specially evolved at the farm are the one-bullock hoe and new types of *khurpi*, *bakhar* and plough which are proving most useful.

Co-ordination. In order to organise agricultural research on a regular scientific basis and keep abreast of the most important developments in India, the Government of His Highness are a member of the Imperial Council of Agricultural Research; the Reports, Papers and other publications of that body are regularly received by the State, and scientific data are exchanged to maintain co-ordination.

Kans. The Council have recently sanctioned a scheme of research to study the important question of destroying *kans* (saccharum spontaneum), an obstinate weed found in cultivated lands in Central India. It is an obnoxious growth, which renders large fields unfit for cultivation and the problem of its extermination is one of the most crucial problems facing the Department of Agriculture. Steps are being taken by the State to begin at once the work of tackling this problem by a close observation of the life history, morphology and development of the weed and devise measures to achieve its eradication.

Fruit plantation. A section of the Farm was organised last year to study fruit gardening; and a plantation was laid as a first experiment of oranges, guavas, banana, *papaya*, grapes and mangoes. Different processes of propagation by layering, grafting and *gootee* underwent experimentation. In the year under survey, the plantation was thriving well; trees obtained by different scientific processes were sold at the Farm, while the *papaya* seeds and suckers of the bananas were distributed free of all cost.

Pests and insects. In dealing with insects and pests, use is made of new scientific methods for their destruction. The public demand for disinfectants is rising slowly, but steadily; they are being manufactured by the Department of Agriculture and sold on a commercial basis; and the production though hitherto on a limited scale has paid its way.

Another aspect of development intimately associated with agriculture is the Civil Veterinary service which from a section of the Department of Agriculture was reorganised as a separate Department in the last year. Its work of relief during the year under review was conducted from four centres. The City of Bhopal remained as usual the headquarters for the central portion of the State and the southern zone; Berasia was responsible for the north; while Sehore and Raisen looked after the western and the eastern parts respectively.

Civil Veterinary Department.

Under present arrangements, ordinary veterinary service is given at the main stations. But during epidemics in the interior, the veterinary staff work on an itinerary. They visit the affected areas, where animals are inoculated and prophylactics are liberally administered; while relief is also arranged in other cases of animal sickness.

Present scope of veterinary service.

It is, however, castration that claims the first attention of the Department in the pursuit of its normal routine. The usual primitive method called the "Mulling practice" is extremely cruel; it is attended by the gravest risks and often proves fatal to animals subjected to its operation. Gradually this method is being replaced by the "castrator burdizzo" which performs the operation within half a minute without cutting the skin or letting off any blood whatsoever.

Castration.

The operation is quickly gaining in popularity and the attendance of the veterinary staff at important fairs to treat the cattle and perform castration has resulted in the recognition of the efficacy of the new method in the remotest parts of the State.

Popularity of the new method.

The need for the extension of veterinary activities is being strongly felt. It is, indeed, as part of the general question of animal husbandry, one of the most important problems which confront the State to-day. To devise the best measures for promoting an early improvement in the conditions of the live-stock in Bhopal, a Cattle Improvement Committee was appointed by the Government. Under its terms of reference, the Committee was directed to examine the question of animal husbandry in the State and report upon measures to secure (1) the better breeding and feeding of animals; (2) the improvement of grass lands; (3) encouragement of fodder crops; (4) analysis of the different varieties of grass; (5) purchase of stud bulls; (6) combating contagious diseases; and (7) the popularisation of the *castrator burdizzo*.

Question of Animal husbandry.

Cattle Improvement Committee.

Last year this Committee submitted its recommendations, suggesting an increased provision of new centres for veterinary service; wholesale castration to remove inferior bulls while leaving the best in the herd; the distribution of pedigree stud bulls to approved cattle owners for controlled systematic breeding; the maintenance of pedigree herd books; the scientific investigation and control

of animal diseases peculiar to Bhopal; the immunisation of cattle against rinderpest by means of goat virus inoculations; and the establishment of a veterinary laboratory.

As a first step towards the implementation of this programme during the year under survey, a separate Department was established to deal with the work of animal husbandry. It has begun its work by starting a campaign of propaganda showing to the villagers the needs of an improved live-stock. Ten stud bulls were bought by the Government; five were purchased by private individuals; while in a large number of places, the villagers were co-operating to provide their own bulls. A basis has thus been laid for a new programme of rearing an improved breed of animals in the State. For the other part of the work, the Government of His Highness have deputed an officer of the Veterinary Department to undergo in Bangalore and Hissar a practical course of training in Dairy Farming and Goat virus inoculation.

Forests.

Another State resource calling for scientific utilization is the area of Forest conserved in the interests of general national development. Forests are a vital need of agriculture providing the peasant with the arms and sinews of his industry; furnishing fuel for his hearth, timber for his house, and grazing for his cattle. Forests are the source of his grass supplies in normal times, while in bad seasons they furnish the fruits and the edible roots which afford the basic minimum of human sustenance.

Reserved forests.

The reserved forests in Bhopal occupy an area of 661,472 acres divided into two executive charges or divisions approximately corresponding with the Eastern and Western districts of the State. Each division is further sub-divided into six ranges, which control the administration of the Department within the respective areas of their authority.

Divisions of forests.

The State forests fall into two main geographical divisions representing two distinct types. The first consists of forest on the higher plateau. This produces an inferior class of timber widely used for local requirements, both in housebuilding and for purposes of agriculture, and provides the peasant with cheap pasture for his cattle. The second type consists of forest on the slopes of the hills, particularly in the area of the Narbada Valley. Here is grown fairly valuable timber which is largely exported from Bhopal.

Present preserves.

Portions of the forest near the Railway have gradually been denuded of high timber as a result of large-scale, unscientific exploitations of the past during the period when the Department was not organised on up-to-date lines. It is now only the preserves in the interior which still hold a store of large trees, which are now carefully conserved. The average growth in the forests is about 30 ft. high and

20 inches girth at breast height. Of inferior forest, however, a sufficient area is still open to supply the needs of agriculture in the State.

Forest produce.

The major forest produce in the State comprises timber, usually of small size for local requirements, fuel, charcoal, and bamboo. Minor products include lac mūsli (a medicinal bulb), gum, catechu, leaves (for fodder and tanning purposes), bones, hides, grass, bamboo and biri leaves. Of these the major portion is consumed in Bhopal itself, but from the markets in Sehore, Bhopal, Budhni, Barkhera, Ubaidullaganj, Diwanganj, Sanchi and Salamatpur, timber, bamboo, fire-wood and charcoal are exported to all the adjoining parts of the country, poorly endowed with forests.

Material for minor industries.

The forests of Bhopal also furnish good supplies of matchwood and the necessary material for producing furniture, carts, charcoal, lac bangles, lacquer colours, button lac, tanning, ropes from fibres, and basket making.

Demarcation and survey.

With the completion of the revision of forest demarcation was also finished the preparation of working-plans, which formed during the year under survey the basis of action in the various ranges and divisions of the forest. The Department cleared lines along a length of 813 miles and executed the necessary repairs to 3,929 pillars. The completion of the forest survey, which all these processes imply, helps to distinguish the boundaries and areas of the forest and thus put on a sound foundation the future organisation of the Department.

Protection: Breach of forest law.

Cases in breach of the forest law registered and tried during the year numbered 891 as against 965 such cases in the previous year. Of this number 52 cases only came before the courts, while the rest were dealt with by the Department.

Protection against fire.

The area in which special arrangements were made for protection against fire was confined to a *bloc* of 16,446 acres. The old fire-line on both sides of the Rehti Road was maintained, while a new line 50 ft. deep and extending to 16 miles was laid between the State reserves and the areas of the Shamla and the Idgah Jagirs. The Ginnaur reserves are now fairly safe, but it must be recognised that the general arrangements of protection are still far from adequate ; and much more is required to be done before the State can avoid the loss to forest growths annually caused in other forest reserves.

Protection against animals.

Altogether 643,115 acres of the forest area are open to grazing. The blocs reserved for reafforestation comprised 16,356 acres, that is an average of 2.5 per cent. of the entire forest area of the State. In their case frost caused considerable damage to trees which on the lower level further suffered from severe rains. Frost affected the lac, too, which was also damaged by a severe hot weather. Despite the heavy inroads on teak leaves in certain places made by insect pests, the rains

were on the whole useful to reafforestation. But, unfortunately, the arrangements for the immunization of plants from fire and grazing were not entirely successful, and only the sprouts which had grown up under the cover of other vegetation were able to survive the depredation of animals. Sylvicultural operations were carried out in forests under regeneration ; forest nurseries were maintained in the Ranges and plants were successfully raised, though in a number of these cases, the plantation was affected by excessive rains.

Protection of wild animals.

Owing to ravages made among certain animals by the professional huntsman, the State was forced to take measures to preserve certain species of animals and to enforce a ban on the killing of birds and animals during certain seasons of the year. The policy of protection was embodied, in 1930, in an Act for the protection of birds and game in certain closed preserves. The measure has been successful for its immediate purpose in saving the animals and birds affected ; but on the other hand, the inroads of some species especially wild pigs constitute a serious threat to peaceful cultivation. To rid the cultivator of this curse, a wide-scale campaign against such animals is being organised, and the State has placed a price on each head of the pig killed.

Exploitation of grazing lands and lac.

The utilization of the forest produce is either arranged through contractors or is directly undertaken by the Department itself. The latter form of utilization is confined to the management of grazing animals and collection of lac. Licenses issued during the year under survey, to graze cattle numbered 112,470 for which the Department realised the sum of Rs.66,563-10-0, representing an increase of Rs. 391, over the collections of the previous year. On account of *lac*, of which 591 maunds were stocked during the year, the total income amounted to Rs. 988 which is insignificant in comparison with the rich revenues once derived from this source. In consequence of the fall in prices, the *lac* operations are now strictly limited and the organisation and machinery are being maintained to make it possible to embark upon a programme of extensive exploitation whenever market conditions improve.

Other produce.

From the utilization of other produce the Forest Department derived an income of Rs. 103,927. This revenue includes the value of wild fruits, grass, bamboo, and of timber, cut from 29 plots marked by the Department under scientific plans for exploitation.

Forest concessions in Bhopal.

In view of the importance of forests to agriculture, cultivators enjoy large concessions. All building material, such as stone, brick and tile material, and lime necessary for residential houses or cattle sheds, is furnished without any cost whatever ; the cultivators graze their plough-bullocks free of all charge, and no tax is levied on the grazing of cattle in transit ; while every cultivator has the rights of full ownership in the produce of all trees growing on his holding. Altogether, more than 50 thousand plough-bullocks were granted free-permits ; and timber

of the value of Rs.11,546 was given free of all cost to peasants to build houses, and for other purposes, during the year under survey.

Quarries and mines.

Another material resource of great value lies in the quarries and mines, which still remain undeveloped. Exploitation is at present confined to sources of building material consisting of white, red, and purple sandstone, lime and earths of various colours. These resources are freely accessible to the cultivators, while for general purposes the rates of royalty are lower than those in any of the neighbouring States or provinces of British India.

Labour.

A question of great importance to the development of forest is the supply of regular and efficient labour. Of this need the largest quota is contributed by 151 plantations of labour occupied by 5,182 inhabitants housed in 1,488 dwellings and carrying on cultivation in an area of 16,137.51 acres in the different divisions of the forest.

Banking needs of agriculture.

Among the most important needs of agriculture to-day are banking facilities for the village. As a result of long-standing social habits and customs, which Bhopal shares with the rest of India, solvency is a condition foreign to the economics of the cultivator. His unceasing debts leave him only a share of his earnings, of which the major portion is devoted to payments made on account of the principal and the ever-increasing interest.

Co-operation.

The Government is alive to the needs of the situation, but the relief which it has hitherto found possible to administer has been confined to assistance rendered through the agency of the Co-operative movement started in 1915, to finance the needs of agriculture. The activities now pursued include not only Grain Seed Societies, but other forms of co-operative finance in the field of commercial and agricultural development.

Effects.

The first steps in re-organisation adopted two years ago have already resulted in improving the condition of services and economising the existing resources in the interests of co-operation. But despite these improvements, the movement has shown a downward trend : there is a definite fall in the working capital of the Societies and central banks with corresponding decline in reserves, which is attributable to certain chronic conditions which continue to persist.

Societies.

The year under review opened with 858 societies to which 5 societies were added during the year under survey, while during the same period, 58 societies and one central bank were dissolved as unsound concerns. The credits advanced to the cultivators during the year amounted to Rs.72,619 as against Rs.64,661 in the previous year. As against these credits, the total recoveries amounted to Rs.69,149 which records an uncommonly high average as compared with the recoveries of the previous years.

Grain Seed Societies.

In the scheme of providing a network of Grain Seed depots, 170 such stores were functioning during the year under survey. They advanced 8,760 maunds seed to the cultivators, out of which 8,300 maunds only were recovered, leaving unpaid the interest on the loans. The results are disappointing, as the success of this aspect of co-operation had been relied upon to rid the cultivator of his indebtedness to the sowcar, on which he has to pay each year any amount of interest between 7 and 8 lakhs of rupees.

Process of liquidation. Renewal of assets.

To counteract general depression and losses, a scheme was conceived two years ago to liquidate decrepit societies and renew the recoverable issues in the interests of new organisations. Under that scheme 366 societies were under liquidation in the course of the year under survey. The total assets involved amounted to Rs. 536,640, of which Rs. 11,864 were recovered by the Department; claims of the value of Rs. 156,152 were pending decision in the courts of law; while a huge sum of Rs. 368,723 was under settlement in the usual process of liquidation.

Effects of cholera.

The efforts of co-operation were unduly handicapped in the year under survey by the widespread depredations of cholera. The cultivator had not even the opportunity to gather, in peace, the produce of his harvest: his crops were sold at considerable disadvantage. Slight indeed were the chances of recovery under these circumstances, and instead of an inexorable insistence on recoveries the Department preferred to extend more than ever its hand of co-operation to the benefit of the cultivators' class.

Present policy.

The present policy of the Department is to wipe off old debts, reduce its interest and recover arrears by easy instalments, the amounts recovered being employed to keep the business afloat. Consolidation rather than extension is the watchword of the new policy, but fresh finances are required to infuse into the scheme the blood and warmth essential to its revival and healthy development.

Conditions of land administration.

In order to understand the present condition of the cultivator a brief reference to the general system of the present administration of land in Bhopal seems to be necessary.

Old system.

Prior to 1928, the Government recognised a middleman, who for the collection of revenue stood as an intermediary between the State and the cultivator. The lands in the villages were first assessed and a total demand specified for the period of the settlement: the entire village was then leased out to a Mustajir or sole agent as the middleman in Bhopal was styled.

Its defects

But this system, though perhaps suited to primitive conditions, had outgrown its utility as an agency of land development. The relations of the middleman with

the peasant were naturally not very happy. He looked more to the needs of his pocket than to the welfare and prosperity of the tenants within his charge. The condition of the peasantry was, indeed, such as to call for immediate action by the Government, in order to eliminate the exploitation to which the cultivators were subjected.

Reform.

Reform came shortly after the commencement of the present reign, when a new settlement was made to introduce a new order of land-tenures with a corpus of new rights and obligations superseding the old contracts of the Ijara system.

Ryotwa system.

Under the new policy, the rates were lowered, cattle were permitted to graze free of all fees in unoccupied lands (not being reserved forest) where the Mustajirs used to levy unduly high grazing fees. And further to encourage cultivation, all excess fallow was excised from holdings, thereby relieving the holders of the assessment on such land and making it available to others for cultivation. For this purpose, inducement is offered in the shape of an assessment reduced to two-thirds of the full rate. These reductions hold good during the whole period of the settlement, subject only to the condition that the land so taken must be brought under cultivation within five years.

In other respects the usual policy of the ryotwari system of eliminating intermediate tenures was followed to bring the cultivator into direct contract with the State which now becomes directly responsible for his welfare. The distinction between occupancy and non-occupancy tenants has disappeared and the way is now clear for a policy of land-revenue which the State can uniformly pursue without its efforts being hampered by an intermediate class.

State placed in direct charge of cultivators' interests.

The system places the State in direct charge of the interests and welfare of the cultivator. The remissions which went formerly to augment the profits of the Ijara holder are now exclusively enjoyed by the cultivator under a plan of well-regulated relief based on a statutory recognition of the principle that the system of rents should be flexible under a standard of assessment rates, subject to remissions which thus form, not exceptions but an integral part of the working plan. Under this system, the rent is determined by linking the demand both with the condition of the crops and with prevailing prices in the foreign market.

Automaitc application of the rule of remissions.

Both these factors determine the rule of remissions and make it capable of automatic application. According to this plan the price of wheat, the principal crop of the State, determines the normal standard of the evaluation of crops and constitutes the main factor in the regulation of Government demand. The prices of the more valuable crops are not taken into account—a fact which redounds to the advantage of the cultivator. He indeed stands to gain all round ; for any rise

in the value of other commodities goes to him, and does not increase the rent he pays : since the State does not take more than the standard rates.

Incentive.

Besides the incentive which the new system imparts to cultivation, it rids the cultivator of the middleman and tends to foster in him sturdy independence which was impossible under the old system.

Collection of revenue under present system.

Land-revenue is now collected through Patels elected by the villagers a rule which gives the cultivator the right to exercise his choice in this case of a very influential class of village officials. The Patels hold office subject to the satisfactory performance of their duties, and receive in return for their labours a commission of $3\frac{1}{8}$ per cent. on all the collections paid by them into the State Treasury.

Record of rights.

A settlement on these principles was completed in 1930. Since then the Department of Land Records has been engaged in the preparation of a consolidated Record of Rights. Complaints made in respect of assessment have now been practically disposed of : and, wherever the boundaries were not correctly marked, they have been rectified. Four divisions were examined in 1936, leaving only one division remaining, where also the operations of revision are now complete.

Expectations realised.

The expectations which had actuated the change from the Ijara to the ryotwari system have been justified. The new system has resulted in substantial relief to the cultivator and if certain adverse conditions have persisted, they are due more to the reactions upon agriculture of the abnormal circumstances of world trade than to anything inherent in the new system.

Protection to the individual cultivator.

Heritable possession of holdings.

Right of transfer.

The *chef d'œuvre* of the reform consists in the protection which it accords to the individual cultivator and the rights which it confers on him. Under the provisions of the Bhopal Land Revenue Act, IV of 1932, the peasant acquires a heritable possession of his holding and his right of transfer is not hampered by the law of pre-emption. The only limitation which the law lays down in this respect is that transfers beyond the family shall be made only to an " Agriculturist " that is to " a holder who shall have held land otherwise than as a mortgagee continuously for five years and cultivated at least one-third of the area of such land either himself or by means of hired labour " or by co-operation in partnership in the tenement of a dominant holder.

No coercive processes.

Another feature of the enactment is that the realisation of arrears of land revenue has no place in the provisions for " coercive processes "; and only as a last resort may a defaulter be dispossessed of his holding which is then put to auction for another *bona fide* " agriculturist " to bid for.

Problems of agriculture.

But the work that is being done in other directions is considerably handicapped by the limitations of public finance. A brief reference to the proceedings of the

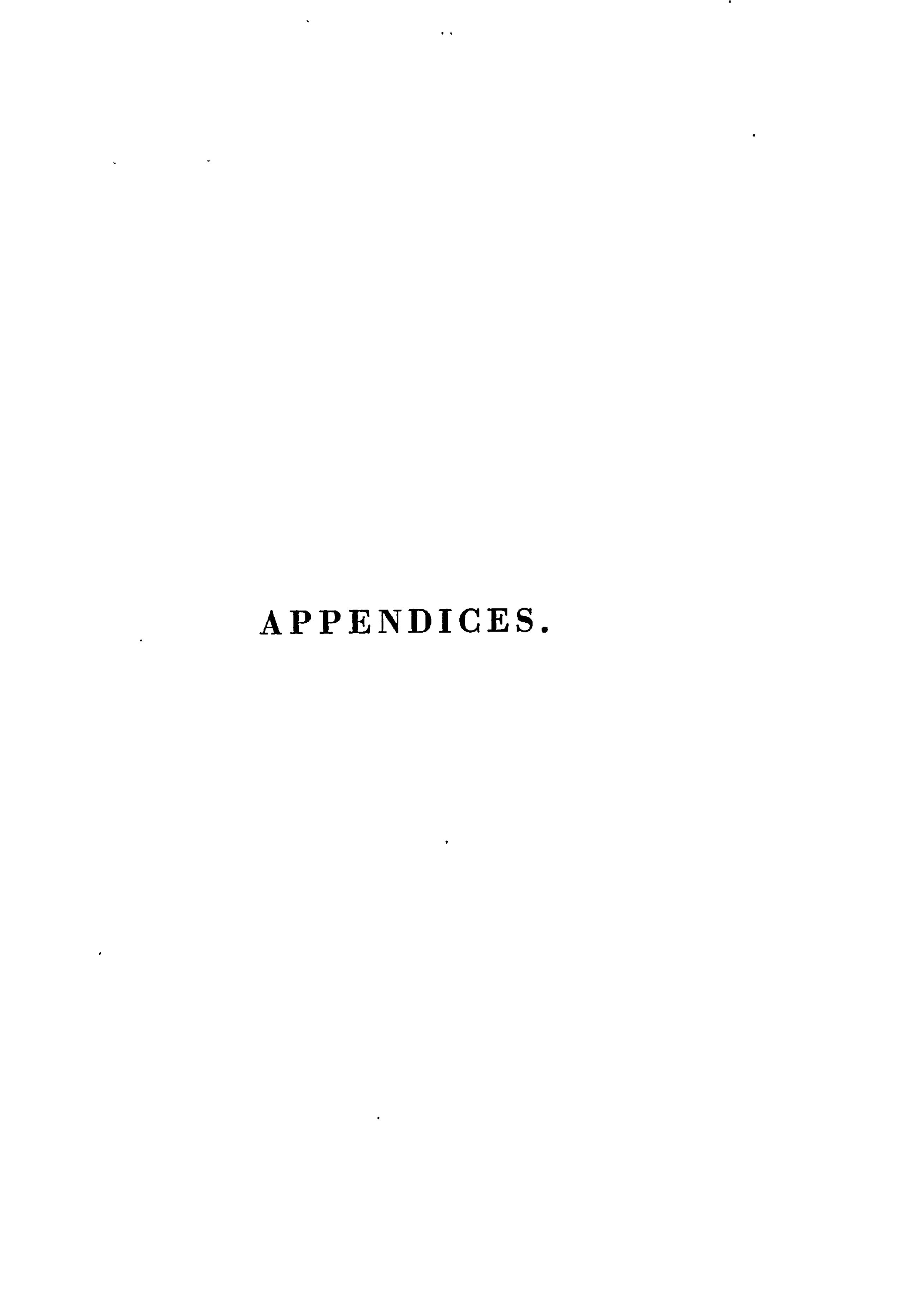
Patels' Assemblies in different places is necessary to bring into clear relief the problems awaiting solution in the scheme of general rural development. Some of these representations have already been noticed in a foregoing portion of this narrative, others during the year under survey related partly to local questions, as for instance the building of bridges, the provision of water-supply, the extension of veterinary services, the need for tractors in each and every Tahsil, demands for further roads and facilities of medical treatment and education.

Other questions.

To meet the demand of a pure water-supply, twenty-eight new wells were sunk in the villages during the period under survey; the work is progressing satisfactorily; and the plan adopted by the Government is intended to provide each village with at least one *pucca* well. Similarly, tractors are being gradually purchased; and further schemes for the extension of veterinary services and educational facilities are under consideration.

Action.

In all other directions, too, a progressive programme is being followed; but such efforts are qualified by the limitations of public finance; while it is certain that in a great number of cases, the villagers could easily mobilise their own means for the solution of their local problems, but the old, easy habit of looking to the State for help in all matters operates to delay progress, to the prejudice of general development.



APPENDICES.

APPENDIX A.

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APPENDIX B.

CONVOCATION ADDRESS

BY

HIS HIGHNESS
SIKANDER SAULAT IFTIKHAR-UL-MULK
NAWAB HAMIDULLAH KHAN BAHADUR,
G.C.S.I., G.C.I.E.,

RULER OF BHOPAL.

ALLAHABAD UNIVERSITY

December 5, 1935

Your Excellency, Mr. Vice-Chancellor and Members of Convocation :

I thank you most sincerely for the honour you have bestowed on me by inviting me to deliver the Convocation Address to-day in my own university. Many years ago when, on an occasion never to be forgotten by me, I entered the portals of this great university with a large crowd of other young men, all looking equally anxious, had some good fairy whispered to me that this honour would one day be mine, I confess, I would have walked to my seat in the examination hall with a firmer step and with greater confidence. But this Age of Iron, alas ! seems to have driven away all good fairies from our world, and humble mortals, such as I, are left alone and unaided to try in vain to pierce the Veil of Darkness which hides from us for all time that which is to come.

Gentlemen, I consider myself particularly fortunate to have been connected with two great seats of learning in these Provinces—for us from time immemorial the cradle of civilization. As the waters of the sacred Jamuna mingle with those of the Holy Ganges, so have the streams of two great civilizations—the Hindu and the Muslim—mingled here to produce that unique culture which has given to the world of art a new conception of beauty, and to the human soul a new philosophy. Of this culture, we the sons of India, are justly proud.

Situated as this university is in a place which has been for thousands of years a centre of devout pilgrimage, where the very earth has been hallowed by adoration and veneration, she is fortunate in possessing a background of tradition second to none in the whole world. For many years this university bore alone the heavy burden of guiding the education of the teeming millions that inhabit this part of India, and the heroic manner in which she discharged this duty has earned her for all time an honoured place in the annals of our land. To-day she is sharing this work with four other universities, but nothing can diminish the reverence in which all hold her as the first modern home of learning in these Provinces.

Gentlemen, as one who has been connected with educational work for a number of years, albeit in a modest way, the thought has often come to me that in view of the peculiar circumstances of our country, our universities have a twofold duty to perform. Not only have they to engage themselves in widening the horizon of knowledge, but they have also to adopt definite ways and means to instil in the hearts of their *alumni* that deep humanity which alone can be made a safe foundation for the future progress of such a country as ours.

Whereas in Europe universities have to deal mostly with one culture and one language, ours have to attempt the solution of intricate problems created by the presence within their walls of those that differ from each other in race, culture, language and religion. In other words it would not be wrong to say that our universities are in the main, though in a small way, faced with the same problems with which our country as a whole is to-day faced. This to my mind enhances for us their utility and assigns to them the noblest of all tasks—that of bringing real strength through unity to displace those divisions and animosities which, unfortunately, only too often hamper the spiritual and material progress of our motherland. To be able to discharge this noble duty adequately, our universities have to concern themselves more than they have hitherto done with their immediate environment, turning away from the temptation of shutting themselves up in that serene seclusion midst sylvan glades which was the cherished dream of educationists in the Middle Ages.

Human life has now become so complex, and human relationships so intertwined, that the universities of to-day can no longer afford to ignore the storm and stress of life that goes on around them. While doing their best to advance knowledge, they have also to step out into the arena of

life to compel a harassed world to listen to the voice of reason, and to point out to struggling humanity the path that leads to safety and moral grandeur. If our universities fail to prove their worth in this manner, they will soon degenerate into lifeless institutions which devote themselves only to such remote matters as the correct classification of anti-diluvian fossils.

Here I feel that I must sound a note of warning lest I be misunderstood, and at the same time perpetrate a paradox, for which I crave your indulgence. Whilst I believe earnestly in the utility of universities, I do not believe that they should themselves preach an entirely utilitarian view of life. Idealism, provided it is not extravagant, is one of the most treasured attributes of the human mind, and seems to be in these days the only brake we possess with which to make the attempt to stop the onward rush of humanity towards brutality and mutual destruction. Thus I hold that our universities have not only to develop the intellect of their pupils, but also to do whatever is possible to form their character. Too often have we seen how dangerous to society an intellect uncontrolled by high moral principles can be.

In an age when one half of the world seems to be ranged in battle array against the other half the development of character assumes the importance of a sacred duty for universities. If they send out into the world young men possessing balanced minds and a correct perspective of life, they for their part will have done their best to serve the cause of humanity. But if, on the other hand, they continue to believe that it is only with the development of intellect that they are concerned, then instead of being a blessing, they will become yet another menace to the well-being of human society.

Gentlemen, to me it has always seemed a debatable point whether the complete secularization of education has not on the whole done more harm than good to society, and whether the time has not now come for us to consider the desirability of openly giving to religion, in the widest sense of the term, its old honoured place in our system of education. This besides being in consonance with the highest traditions of our country would also tend to re-establish in our inner life that harmony which is to-day so woefully absent from it.

Our universities have to be something more than mere imitations of similar institutions in other lands, and so long as they remain, as I am afraid they are at present, shyly conscious of the fact that they are imitations, they will not be able to regain that confidence in themselves without which they cannot become for us real sources of inspiration. Let us not forget that education is so organic a part of a nation's life that systems transplanted from other countries can never be anything more than exotic creations, and that a university that does not reflect correctly the best culture of her surroundings is doomed to dwindle into insignificance and, finally, to wither away like a plant that has failed to take root in the soil in which it was planted.

We in India stand to-day on the threshold of great changes, and it is time that we made a comprehensive survey of our present system of education and took steps to effect those modifications which we consider necessary to ensure the best results. Bigger opportunities of serving our country are to be offered to the young men of this generation and of succeeding generations than were offered to their predecessor, and in this test only those can prove successful who possess large hearts, high ideals and clear visions.

In planning the system of education hitherto followed by us, we seem to have unconsciously reversed the accepted order of things by trying to impart to our students a better knowledge of that which is far away than of that which is near them and round them. The majority of our educated young men to-day are apt to know more about the *cromlechs* found in England than about the *stupas*

found in their own country; more about Chaucer and Tennyson than about Kalidas and Ghalib; and strangest of all, more about the English language than about their own mother tongue! Ours is almost the only country in the world where educated people find it easier to express themselves in a language which is neither their mother tongue nor even one of the languages of their own country! All this is unnatural, and has to be changed if the bases of our national life are to be strengthened.

Situated as we are, for no people is a careful study of their past as necessary as it is for us. Without it we can neither understand our present invironment nor mould for ourselves a great future based on a sympathetic understanding of the origins and cultural contributions of the different races inhabiting our vast country. Mutual understanding alone will create mutual sympathy, and bring in its wake that healthy patriotism which, without being aggressive or offensive, will remove for all time from our path the obstacles to-day offered by narrow sectarianism and differences of castes and creeds. Our contribution to the general happiness of mankind will be great if we can show how it is possible for human beings, differing from each other in language, race and religion, to live together as one people united in the service of their mother land.

Gentlemen, I look forward to the day when from our country, which has ever been the home of religions and philosophies, there will again go forth into a distracted world, for the second time in our long history, that gospel of love and mutual toleration which alone can heal the wounds caused by recent conflicts and bring lasting peace to suffering humanity.

Turning to another aspect of life in our universities, I have heen forced to come to the conclusion that our students as a whole do not pay as much attention to their physical well being as those in other countries. This is probably due to the fact that we in the East have been inclined to look upon games and other similar pastimes as something befitting only children, and, consequently, beneath the dignity of young men in search of knowledge. Then to make matters worse, at no stage in the process of education have we made adequate arrangements for teaching to our students those principles of hygiene and those methods of protecting themselves against diseases which in other countries are known even to young boys still at school.

It is too trite a remark, to make, though nevertheless true, that in all sound systems of education it is the physical well-being of the pupils that should come first. What our country needs most to-day is young men with strong nerves and broad shoulders—young men who would bear cheerfully the burden of such responsibilities as fall to the lot of all those engaged in constructive work.

I have ever held the belief that in nation-building playgrounds and gymnasiums occupy as important a place as class rooms. One has only to study those movements which are improving the health of the post-war generation in many countries of Europe to understand how much can be achieved by scientific physical culture. As time goes on, the struggle for existence is bound to become more acute throughout the world, and only those will be able to bear its strain that have strong nerves and strong bodies.

I have no hesitation in saying that personally I have learnt more on cricket fields and polo grounds how to face the difficulties of life than in class rooms, for, to keep smiling and to continue doing your best when you feel that all the odds are against you and your side is losing, is morally as great a discipline as any that can be taught by lectures.

The English, as you must have heard, have a saying that the battle of Waterloo was won on the playgrounds of Eton. All those that have had the good fortune of representing their university

in different tournaments will understand what this saying is meant to convey, for they will know that in the realm of sport, where the weakness of one is apt to become the weakness of all, no great success can be achieved without team work.

To you young men, who are leaving this university to-day, I say: Carry this team work also into the life that now lies before you. Go into the bigger world outside and, if you wish to render real service to our country, preach to all this doctrine of co-operation. Tell our countrymen that nothing that is to endure can ever be built on foundations of hatred and distrust, which, as purely destructive forces, can lead us nowhere. I assure you that at no juncture in our history was this spirit of co-operation more necessary than to-day, when the whole world is watching us to see what use we make of the opportunity to shape the destiny of our land which is now beginning to be offered to us by a radical change in our system of government.

Unfortunately there is a sharp difference of opinion in our country with regard to these constitutional reforms. This was only to be expected in such a complex situation as ours, and should not disappoint us or make us adopt the purely negative attitude of belittling the result of an earnest attempt to solve one of the most difficult problems with which statesmanship has been faced in modern times. These reforms are by no means perfect. No one has ever put forward that claim. But what I do maintain is that they are not as wholly bad as some would have us believe. No critic, however severe, who studies them dispassionately can seriously make the statement that in their sum total they do not represent a substantial advance. We wish they could have gone much further, but the undoubted difficulties that at present lie in the way cannot be ignored—difficulties for many of which, I am sorry to say, we have only ourselves to blame. To have ignored hard facts would have been of no help, for the best way to overcome them is always to face them boldly. In politics, as in many other spheres of life, one has to be prepared for compromise to achieve great results. If one cannot get the best, one must be ready to accept the second best. In the case of these reforms I feel confident that, given the necessary sincerity of purpose, we shall succeed in effectively overcoming that which to-day seems to us insurmountable.

So far as we of the States are concerned, rest assured that, as in the past so in the future, we shall ever consider it the greatest of all privileges to give of our very best to the building up of that greater India for which we are all longing.

The whole world is just now passing through extremely difficult times, and a supreme effort is necessary if we are to save ourselves from falling into that quagmire of political and economic uncertainties from which so many other nations are to-day trying in vain to extricate themselves. It is up to you, young men, as the custodians of the future of our country, to make this effort, and in this you will succeed only if you keep before you the motto of all true sportsmen: Be fair to every one and always chivalrous to the weak.

APPENDIX C.

A COMPLETE LIST OF ACTS, RULES, ETC., IN FORCE IN BHOPAL.

(*a*) ACTS.

1. Stamp Act (IV of 1334 Muhammadi).
2. Specific Relief Act (IX of 1334 Muhammadi).
3. Poisons Act (I of 1335 Muhammadi).
4. Treasure-Trove Act (V. of 1335 Muhammadi).
5. Legal Practitioners Act (VIII of 1335 M).
6. Trades and Professions Act (I of 1336 M).
7. Gambling Act (X of 1336 M.).
8. Reformatories Act (XII of 1336 M.).
9. Cattle Trespass Act (XVII of 1336 M.).
10. Contract Act (I of 1337 M.).
11. Evidence Act (II of 1337 M.).
12. Transfer of Property Act (III of 1337 M.).
13. Court Fees Act (VI of 1337 M.).
14. Easement Act (VII of 1337 M.)
15. Registration Act (IX of 1337 M.)
16. Agricultural Loans and Land Improvement Act (XI of 1337 M.)
17. Penal Code (I of 1912).
18. Army Act (VII of 1913).
19. Land Acquisition Act (VIII of 1913).
20. Forest Act (I of 1916).
21. Prisons Act (II of 1916).
22. Municipalities Act (III of 1916).
23. Criminal Procedure Code (I of 1917).
24. Limitation Act (II of 1917).
25. Succession Certificate Act (III of 1917).
26. Prisoners Act (IV of 1917).
27. Prevention of Beggary Act (V of 1917).
28. Prevention of Cruelty to Animals Act (VI of 1917).
29. Juvenile Smoking Act (VII of 1917).
30. Compulsory Education Act (I of 1918).
31. Court of Wards Act (II of 1918).
32. Motor Vehicles Act (IV of 1918).
33. Insolvency Act (V of 1918).
34. Civil Procedure Code (VI of 1918).
35. Guardians and Wards Act (VII of 1918).
36. Ancient Monuments' Preservation Act (I of 1919).
37. Official Secrets Act (II of 1919).
38. Boilers Act (III of 1919).
39. Vaccination Act (II of 1920).
40. Copyright Act (III of 1920).
41. Excise Act (V of 1920).
42. Customs Act (I of 1921).

43. Oaths Act (II of 1921).
44. High Court Act (III of 1922).
45. Legislative Council Act (IV of 1922).
46. Amending Act (V of 1922).
47. Accountants' Default Act (VI of 1922).
48. Lepers Act (VII of 1922).
49. Opium and Other Intoxicating Drugs Act (VIII of 1922).
50. Mines Act (IX of 1922).
51. Ferries Act (I of 1923).
52. Extradition Act (I of 1924).
53. Electricity Act (II of 1924).
54. Detention of State Prisoners & Expulsion of Dangerous Persons Act (II of 1925).
55. Criminal Tribes Act (I of 1926).
56. Government Securities Act (I of 1927).
57. Lunacy Act (II of 1927).
58. Cotton & Ginning Factories Act (III of 1927).
59. Press and Registration of Books Act (IV of 1927).
60. Seditious Meetings Act (V of 1927).
61. Chaudhris' Act (VI of 1927).
62. Forest (Amendment) Act (IX of 1927).
63. Treasure-trove (Amendment) Act (X of 1927).
64. Court of Wards (Amendment) Act (XII of 1927).
65. Negotiable Instruments Act (XIII of 1927).
66. Legislative Council (Amendment) Act (XIV of 1927).
67. Municipalities (Amendment) Act (II of 1928).
68. Arms Act (III of 1928).
69. Criminal Procedure Code (Amendment) Act (IV of 1928).
70. Cinematograph Act (VII of 1928).
71. Stamps (Amendment) Act (VIII of 1928).
72. Epidemic Diseases Act (IX of 1928).
73. Majority Act (X of 1928).
74. Removal of Religious Disabilities Act (XI of 1928).
75. Criminal Procedure Code (Amendment) Act (XII of 1928).
76. Municipalities (Amendment) Act (I of 1929).
77. Penal Code (Amendment) Act (II of 1929).
78. Civil Procedure Code (Amendment) Act (III of 1929).
79. Small Causes Courts Act (IV of 1929).
80. Cinematograph (Amendment) Act (V of 1929).
81. Criminal Procedure Code (Amendment) Act (VI of 1929).
82. Municipalities (Amendment) Act (VII of 1929).
83. Charitable Societies Act (VIII of 1929).
84. High Court (Amendment) Act (IX of 1929).
85. Amending Act (I of 1939).
86. Protection of Orphans Act (II of 1930).
87. Wild Birds and Animals Act (III of 1930), with notifications issued thereunder.
88. Code of Criminal Procedure (Amendment) Act (IV of 1930).
89. Census Act (V of 1930).
90. Contempt of Court Act (VI of 1930).

91. Evidence (Amendment) Act (VII of 1930).
92. Motor Vehicles (Amendment) Act (VIII of 1930).
93. Gambling (Amendment) Act (IX of 1930).
94. Court-fees (Amendment) Act (X of 1930).
95. Customs (Amendment) Act (XI of 1930).
96. Stamps (Amendment) Act (I of 1931).
97. Protection of Orphans (Amendment) Act (II of 1931).
98. General Clauses Act (III of 1931).
99. Weighmen and Porters' Act (IV of 1931), and the Rules issued thereunder.
100. Code of Civil Procedure (Amendment) Act (V of 1931).
101. The Repealing Act (VI of 1931).
102. Criminal Procedure Code (Amendment) Act (I of 1932).
103. Limitation (Amendment) Act (II of 1932).
104. Suits Valuation Act (III of 1932).
105. Land Revenue Act (IV of 1932).
106. Police (Incitement to Disaffection) Act (V of 1932).
107. Bankers' Books Evidence Act (VI of 1932).
108. Customs (Amendment) Act (VII of 1932).
109. Court Fees (Amendment) Act (VIII of 1932).
110. Extradition (Amendment) Act (X of 1932).
111. The Adjudication of Certain Claims of Cultivators Act (XI of 1932).
112. Naturalization Act (XII of 1932).
113. Penal Code (Amendment) Act (XIII of 1932).
114. General Clauses (Amendment) Act (I of 1933).
115. Civil Procedure Code (Amendment) Act (I of 1924).
116. Mines (Amendment) Act (II of 1934).
117. Pre-emption Act (III of 1934).
118. Criminal Procedure Code (Amendment) Act (IV of 1934).
119. Charitable and Religious Trusts Act (VI of 1934).
120. Matches (Excise Duty) Act (VII of 1934).
121. Civil Procedure Code (Amendment) Act (VIII of 1934).
122. Whipping Act (I of 1935).
123. Penal Code (Amendment) Act (II of 1935).
124. Press Act (III of 1935).
125. Criminal Law (Amendment) Act (IV of 1935).
126. Village Panchayat Act (V of 1935).
127. Explosives Act (VI of 1935).
128. Medical Practitioners' Registration Act (VII of 1935).
129. Criminal Procedure Code (Amendment) Act (VIII of 1935).
130. Amending Act (I of 1936).
131. Civil Procedure Code (Amendment) Act (II of 1936).
132. Protection of Orphans (Amendment) Act (III of 1936).
133. Trades and Professions Tax (Amendment) Act (IV of 1936).
134. Registration (Amendment) Act (V of 1936).
135. Municipalities (Amendment) Act (VI of 1936).
136. Press (Amendment) Act (VII of 1936).
137. Income-tax Act (VIII of 1936).
138. Merchandise Marks Act (IX of 1936).

139. General Clauses (Amendment) Act (X of 1936).
140. Transfer of Property (Amendment) Act (XI of 1936).
141. Criminal Procedure Code (Amendment) Act (XII of 1936).
142. Criminal Law (Amendment) Act (XIII of 1936).
143. Police Act (XIV of 1936).
144. Registration (Amendment) Act (XV of 1936).
145. Cotton Control Act (XVI of 1936).
146. Penal Code (Amendment) Act (XVII of 1936).
147. Civil Procedure Code (Amendment) Act (XVIII of 1936).
148. Income-tax (Amendment) Act (XIX of 1936).
149. Identification of Prisoners Act (I of 1937).
150. Civil Procedure Code (Amendment) Act (II of 1937).
151. Income-tax (Amendment) Act (III of 1937).
152. Land Revenue (Amendment) Act (IV of 1937).
153. Penal Code (Amendment) Act (V of 1937).
154. Police (Amendment) Act (VI of 1937).
155. Customs (Amendment) Act (VII of 1937).
156. Municipalities (Amendment) Act (VIII of 1937).
157. Civil Procedure Code (Amendment) Act (IX of 1937).
158. Provident Fund Act (X of 1937).
159. Co-operative Societies Act (XI of 1937).
160. Civil Procedure Code (Amendment) Act (XII of 1937).
161. Sugar Excise Duty Act (XIII of 1937).
162. Criminal Procedure Code (Amendment) Act (XIV of 1937).
163. Building and Maintenance of Sacred Places Act (XV of 1937).

(*b*) RULES, ETC.

1. Rules for the medical treatment of Government servants.
2. Rules regarding fees of lady doctors of the Lady Lansdowne Hospital for visits and consultations at the patient's house.
3. Sanitation Rules.
4. Municipal Election Rules.
5. Rules Regarding Notified Areas.
6. Rules for the accounts of the funds of local bodies.
7. Hackney carriage rules for the Sehore town.
8. Nuzul Rules.
9. Rules for the disposal of intestate immovable property.
10. Ecclesiastical Committee Rules.
11. Registration Manual.
12. Hamidia Library Rules.
13. Letters Patent of the Bhopal High Court.
14. Rules regarding the diet money of criminal courts.
15. Rules regarding the diet money of witnesses in civil courts.
16. Rules for sanction of applications by complainants for appeals from order of acquittal or for enhancement of punishment.
17. Rules regarding Mazkuris, mode of levying process fees and mode of executing processes.
18. Rules regarding fees for the issue and execution of processes in criminal cases.
19. Rules regarding fees for the issue and execution of processes in civil cases.

20. Petition-writers rules.
21. Rules for the grant of copies and inspection of records in Government Offices.
22. Rules regarding the appointment and examination of Sub-Inspector.
23. Instructions regarding the inspection of the offices of judicial Officers.
24. Rules regarding suits by or against Government.
25. Manual of rules and orders regarding the duties of the Legal Remembrancer.
26. Motor Vehicles Rules.
27. Rules regarding possession and sale of arsenic and other poisons.
28. Rules regarding the business of the Legislative Council.
29. Rules for the election of members of the Legislative Council.
30. Rules relating to Patwaris.
31. Rules relating to Registrar Qanungos.
32. Rules relating to Girdawar Qanungos.
33. Rules regarding the examination of Qanungos and apprentice Qanungos.
34. Rules relating to the Superintendent of Land Records.
35. Rules regarding the duties of Revenue Girdawars & Inspectors.
36. Instructions regarding the preparation and despatch of Agency returns.
37. Revenue Accounts Rules.
38. Rules regarding the auction of leases of fruit-bearing trees, etc.
39. Rules regarding the nomination, appointment, promotion, etc., of Naib Tahsildars,
40. Rules regarding the duties and powers of Naib Tahsildars.
41. Rules regarding the nomination, appointment and promotion of Tahsildars.
42. Rules regarding the duties and powers of Tahsildars.
43. Rules regarding the departmental examination of Revenue Officers.
44. Rules regarding the planting of shade trees on camping grounds and along roads
45. Instructions regarding crop-cutting.
46. Instructions regarding the use of rain-gauge.
47. Rules for the supply of seeds.
48. Rules relating to apprentices for employment in the Revenue Department.
49. Rules for the supply of provisions, etc., for touring officers.
50. Rules for issue of *dastaks* and citations to appear.
51. Rules for the Patwari School.
52. Rules regarding fees for camping grounds in the Mofussil.
53. Instructions regarding the inspection of Tasil Offices.
54. Instructions regarding the inspection of Nizamat Offices.
55. Rules regarding forests in the possession of Mustajirs.
56. Rules regarding the free grant of timber.
57. Rules under the Agriculturists Loan and Improvement of Lands Act.
58. Rules regarding prospecting licenses and leases of minerals.
59. Model Rules of Co-operative Societies $\frac{\text{Agricultural}}{\text{non-Agricultural.}}$ Unlimited.
60. Bye-laws regarding societies for seeds stores.
61. General Accounts Rules of Government Offices.
62. Accounts Office rules.
63. Treasury rules.
64. Travelling Allowance rules.
65. Pension rules of civil officers.

66. Pension rules of army officers.
67. Government Servants' Conduct Rules.
68. Rules regarding the loan of Government servants.
69. Rules regarding the securities of Government Accountants.
70. Rules regarding expenses for special ceremonious occasions.
71. *Wazaif* rules.
72. Stationery Depot rules.
73. Purchase committee rules.
74. Rules regarding the preparation and submission of returns of current rates of grains and labour wages.
75. Rules relating to the powers and duties of Daroghas, Nakedars, Clerks and peons of the Customs Department.
76. Rules relating to the powers and duties of Inspectors and Deputy Inspectors of Customs.
77. Rules relating to the powers and duties of the staff of the Customs Department at Railway Stations.
78. Rules relating to the departmental examination of the staff of the Customs and Excise Department.
79. Rules for the taking of security from the staff of the Customs Department.
80. Rules relating to Excise Inspectors.
81. Dress Regulations for the staff of the Excise Department.
82. Opium rules relating to Narsingarh, Rajgarh & Bhopal State.
83. Rules relating to porters in Bhopal and Sehore.
84. Rules relating to Weighmen.
85. Rules relating to P. W. D. accounts.
86. Rules regarding the use of Government houses.
87. Forest Manual.
88. Forest Department Code.
89. Government Secretariat Rules.
90. Hidayat-i-Sultani (Manual of Orders issued by Her late Highness).
91. Rules relating to students granted State aid for technical training in outside institutions.
92. Rules of admission to the Alexandra High School.
93. Rules under the Cattle Trespass Act.
94. Rules regarding the escort of prisoners.
95. Rules regarding the Secretariat Library.
96. Rules regarding the furniture and stationery of the Secretariat.
97. Rules prohibiting employment of convicted and dismissed persons.
98. Rules regarding the diet and clothing of persons sent to Jail in civil cases.
99. Rules under the Reformatories Act.
100. Rules regarding the use of handcuffs and fetters.
101. Rules relating to Police Stations and their staff.
102. Rules regarding the passage money of prisoners.
103. Rules relating to the conduct of business in Police-Stations.
104. Rules regarding good conduct and good service pay.
105. Rules for the assessment and collection of tax on buildings and lands within the Bhopal City Municipality.
106. Rules relating to assessment and collection of tax on trades and professions within the Bhopal City Municipality.
107. Model Rules for Grain Co-operative Societies Unlimited.
108. Rules regulating the business of Bench Magistrates.

109. High Court Rules.
110. Rules regarding persons under Police surveillance.
111. Rules regarding *Dais* and midwives.
112. Rules relating to Central Record Room (Daftar Kul).
113. Government Store Rules.
114. Rules under the Government Securities Act.
115. Rules under the Cotton Ginning & Pressing Factories Act.
116. Rules for supply of water for building purposes within the Bhopal City Municipality.
117. Rules relating to prisoners.
118. Rules for cancellation of the Mustajiri settlement and enforcement of Ryotwari settlement.
119. Rules under the Arms Act.
120. Rules regarding appointment of village Patels under the Ryotwari settlement.
121. Rules relating to the Travelling Allowance and Daily Allowance of Members of the Legislative Council.
122. Rules regarding the investigation of crimes.
123. Executive Instructions regarding the administration of the Bhopal Arms Act.
124. Instructions regarding the dispersal of unlawful assemblies and riots.
125. Instructions for acquiring license for import of arms and ammunition from British India and for journey licenses.
126. Electricity Rules.
127. Rules of the Asfia Tibbia College.
128. Rules regarding the remission of sentences of prisoners for good conduct and appointment of prisoners as Jail officers.
129. Rules regarding the meetings of Patels.
130. Rules relating to Nazul Properties in the possession of Local Bodies.
131. Rules under the Cinematograph Act, 1928.
132. Rules under the Criminal Tribes Act, 1926.
133. Rules under the Wild Birds & Animals Act, 1931.
134. Rules regarding the treatment of Government servants according to the Unani System.
135. Mandi Rules.
136. Dress Regulatings for the staff of the Customs Department.
137. Divorce Rules.
138. Rules under the Co-operative Societies Act.
139. Rules relating to tax on motor vehicles within the Bhopal City Municipality.
140. Rules relating to payment of import and export duty on insured parcels.
141. General Public Service Rules.
142. Rules for calculating Customs duty according to the prescribed minimum standard.
143. Rules relating to the issue and return of stores from Farrashkhanas.
144. Instructions for measuring rain.
145. Rules framed under section 248 (2) of the Indian Companies Act, as applied to the Bhopal State.
146. Rules for the Dak Bungalow at Sanchi.
147. Rules relating to the rent of electric installations in Government buildings.
148. Rules for submitting petitions to Government by Government servants.
149. Rules relating to the grant of lands.
150. Special rules relating to the grant and renewal of arms licenses for protection of crops and cattle against wild animals.
151. Rules under the Match Excise Duty Act, 1934.
152. Stamp Rules.

153. Rules regarding the sale of Stamps.
154. Office order, dated the 1st January 1933, regarding the publication of Jarida and Notifications.
155. Leave Rules.
156. Rules under the Press and Registration of books Act, 1927.
157. Rules under the Naturalization Act, 1932.
158. Kotwar Rules.
159. Patel Rules.
160. Rules regarding the grant of land and loan to farmer Mustajirs as a special concession.
161. Rules relating to Treasuries in the Mofussil.
162. Rules relating to vegetable natural products and minerals in Revenue areas.
163. Rules regarding opium cultivation.
164. Rules regarding the grant of unoccupied lands.
165. Rules regarding the announcement of the contents of records of rights.
166. Rules under the village Panchayat Act, 1935.
167. Rules regarding the relinquishment of land and disposal of intestate holdings.
168. Rules under Prisons Act, 1916.
169. Rules regarding the preparation and maintenance of record of rights.
170. Rules under the Chaudhris's Act 1927.
171. Rules to alter assessment on land diverted to any other purpose and to impose a premium on such diversion, under section 47 (2) and (4) of the land Revenue Act.
172. Rules to grant permission to divert a holding or any part thereof, under section 57 of the land Revenue Act.
173. Rules to assess lands on which assessment has not been made under section 49 of the Land Revenue Act.
174. Rules to eject third party found in possession of any land which is being used for any purpose other than that for which it was conferred by the Government, under section 58 (4) of the Land Revenue Act.
175. Rules to impose penalties for unauthorisedly taking possession of any unoccupied land or any land set apart for any special purpose, under section 63 (1) (*b*) of the Land Revenue Act.
176. Rules prescribed fees to be paid to the Finger Print Master of the Police Department for identifying finger prints.
177. Rules regarding the examination of animals under the Prevention of Cruelty to Animals Act.
178. Rules for the loan of stores from the State *Kotha*.

APPENDIX D.

NOTE ON POPULATION.

The figures of State population in its various divisions of castes and religions as illustrated in Diagram I of this survey follow the authorised record of official enumeration published in 1931. Certain sections have, however, been regrouped to indicate the correct strength of the various communities in the State. In the classification adopted in the diagram, the Depressed classes include Chamars (67,834), Balais (33,291), Koris (10,795), Kumars (9,586), Kutwars (7,302), Kalars (5,796), Basors (5,875), Dhobis (7,735), Gadarias (4,677), Bhangis (3,300), Silawats (1,325), Gaolis (1,196), Ghosis (1,266), Khatiks (859), Dholis (301), Mochis (316), Deldars (296), Kolabhuts (261), Koshtas (133), Lunias (138), Mahars (108), Bhambis (10), Nagarchis (121), Rangars (118), Kanjars (74), Aghoris (12), Bhanmatas (50), Dhangars (6), Kuchbandias (11), Bargundas (279), Dhanuk (3,990), besides non-descript others numbering 10,907. Apart from these and the Hindu population, the following sections which are non-Aryan or tribal form part of the aboriginal races:

(1) Bhip Group, (1,445).

(2) Korku Group, (4,533).

(3) Savara Group, (3,176).

(4) Kol Group, (122).

(5) Gond Group, (49,581).

(6) Miscellaneous Aboriginal Groups consisting of Banjaras (1,446), Sondhias (5), Bagris (285), Moghias (544), Nats (189), Pasis (908), Pardhis (457), Bedias (690), Kalbelias (257), Sansis (16), Sonsias (75), Sors (804), Kirars (27,571), Minas (9,506), Deswalis (9,288), Kirs (2,509), and others (434).

APPENDIX E.

Statistics showing the cases treated in the Prince of Wales' and Lady Lansdowne Hospitals,

Name of Hospital.	Total No. of cases.	Indoor cases.	Cured.	Relieved.	Died.	Dis-charged.
Prince of Wales' Hospital ..	89,934	3,198	1,862	970	182	77
Surgical	2,705	975	804	81	42	48
Lady Lansdowne Hospital ..	26,212	2,203	1,935	....	94	....
Surgical	615	269	239	....	9	....

Total number of cases treated in 1936-37. 340,860

Total number of cases treated in 1937-38. 347,672

Incidence of diseases according to their percentage to the total number of cases treated.

Fever	81,150 cases — 23% of the total cases.	
Eye disease	32,741 „ — „ „ „	
Diarrhœa	28,841 „ — 8.3% „ „ „	
Respiratory diseases ..	25,526 „ — 7.3% „ „ „	
Injuries	22,993 „ — 6.6% „ „ „	
Nervous diseases	14,261 „ — 4.1% „ „ „	
Gout	9,307 „ — 2.6% „ „ „	
Other cases	129,956	

SURGICAL CASES.

Total No. of cases.	No. of major operations.		Cured.	Relieved.	Died.	Discharged.	Remaining.
8,272	1,388	6,834	7,911	125	61	13	112

INDOOR CASES.

6,684	....	4,851	1,086	334	186	22

APPENDIX F.

Comparative statement showing the number of prisoners admitted released during the year 1937-38 :—

No. of prisoners.				Details.			No. of convicts.			Details.						
Year.	At the opening of the year.	Admitted during the year.	Total.	Released.	Died.	Remaining.	Remaining at the opening of the year.	Admitted during the year.	Total.	Released and acquitted.	Released on bail.	Sentenced.	Died.	Transferred.	Extradition.	Remaining.
1936-37.	318	1,032	1,350	999	19	332	85	806	891	211	101	455	2	14	7	101
1937-38.	332	1,029	1,361	976	0	385	101	838	939	132	63	611	16	10	4	103

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